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ABSTRACT

This report describes and evaluates 14 early childhood development (ECD) demonstration projects which were funded by the Texas Department of Community Affairs/Early Childhood Development Division but planned and implemental in primarily rural areas, by local Texas communities. The first section of the report lists the major research questions on program outcomes and processes which guided the evaluation. In Section II, the background of the demonstration projects is described and the methodology of the evaluation is discussed. Section III presents the program outcome findings to date, and Section IV reports the evaluation data collected and analyzed thus far to provide preliminary answers to the process questions. The fifth section summarizes the overall findings to date and offers recommendations based on these findings. The report concludes that local communities, with assistance from the state, can provide high quality child care and health services for children and their parents, with benefits that far exceed the costs. Appendices contain a list of technical reports and publications related to the demonstration projects, a journal reprint on a process model for program planning and evaluation, Management Information System worksheets, and a list of the ECD demonstration programs. (JMB)

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Community-Planned Programs for Children

Do They Work?

A Report on Implementation of Demonstration Projects of the Texas Department of Community Affairs, Early Childhood Development Division

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Community-Planned Programs for Children

Do They Work?

A Report on Implementation of Demonstration Projects
of the Texas Department of Community Affairs,
Early Childhood Development Division

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December 1976

COMMUNITY-PLANNED PROGRAMS FOR CHILDREN: DO THEY WORK?

A Publication of the Texas Department of Community Affairs, Early Childhood Development Division. An Equal Opportunity, Affirmative Action Employer.

Questions about this book may be directed to Jeannette Watson, Director, Early Childhood Development Division, Texas Department of Community Affairs, P. O. Box 13166, Capitol Station, Austin, Texas 78711

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Many administrators of social service programs too often overlook the importance of evaluating new and innovative projects for their effectiveness. Others who are aware of its importance often prefer to ignore evaluation or to assign it low priority, partly out of fear that a new program may prove ineffective if examined too closely. It takes an administrator par excellance, dedicated to quality of services, to initiate an extensive effort in evaluation which involves manpower and funds. Such a person is Richard E. Orton, who served as the Assistant Director of the Early Childhood Development Division during the conceptualization of the demonstration effort and through two years of its implementation. His insistence on precision and demand for outstanding performance, and his understanding of the role evaluation can have in affecting the quality of a program helped immeasurably in guiding the efforts of the authors.

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Highlights

Should the government put money into children's programs? And if it does, how should they be planned and carried out?

In 1972, the Texas Department of Community Affairs, Early Childhood Development Division, provided state money for 14 projects for preschool children and their families. The programs were to demonstrate what would happen when the local community did the program planning and implementation. A long-term evaluation study was conducted to answer this question: Do community-planned programs really work?

The answer--as described time and again in this report--is an overwhelming yes. Local communities, with assistance from the state, as appropriate, can provide quality child care and health services for children and their parents, with payoffs that far outstrip the costs.

Below are some highlights from that evaluation study:

- The service goals of the 14 projects combined were exceeded by 77% in the first year the program was implemented. In the second year services expanded another 65% over the first year.

- The efficiency of services increased 9% between the first and second years of operation.

- The overall quality of services was "above average," in the minds of an interagency team of child development and health care experts.

- The benefits to young children and their parents exceeded state costs. A benefit-cost analysis showed that:

    1. For every state dollar invested in the projects, an additional $3.08 from non-state resources was generated.

    2. For every dollar of state money spent for day care, the income of a random sample of families served increased by $1.86.

3. For every dollar of state money invested in the projects, 48¢ was either saved by the state (by clients going off welfare) or generated for the state (through taxes paid) solely on the basis of employment opportunities provided to low-income citizens.

4. For every dollar of state money invested in health services to young children, a potential $9.13 of health benefits was obtained, in terms of avoiding lifetime income loss and health treatment costs.

5. The parents of children served noted positive changes in their children as a result of services provided.

   My son had a learning problem and couldn't remember things. The ECD Program taught us how to train his memory and to be more aware of things around him. Since we have drilled him it seems as if someone has unlocked his mind. He has shown great improvement in school work.

   My child is no longer anemic because his problem was diagnosed at a screening and we were able to correct his diet. His speech has improved 100% with therapy.

   The ECD Program is the most valuable organization that we've come in contact with in the 10 years that we've had small children. They provide an invaluable link between parents, the medical profession and the educational system.

To understand why community-planned programs work, one must look at how programs are organized and administered. An important finding of the evaluation study was that the planning of social service programs is closely tied to implementing those programs. In other words, the problems that arise in providing services can be predicted, solved, and even prevented by a planning process that is thorough and systematic.

The following recommendations emerged from the evaluation study:

- Establish a structured model for planning local early childhood development programs.
- Involve citizens, experts, and other agencies during planning and implementation of the programs.
- Provide technical assistance to local planners and program implementers during planning and throughout the first two years of program implementation.
- Monitor and evaluate program progress to help local projects overcome implementation barriers common to all new programs.
- Cooperate with other agencies providing similar services in the same geographical area.

- Advocate for changes in federal and/or state funding restrictions that are self-defeating or unreasonably limit the target population eligible for human resource services.

This report provides an example of effective state government spending for children's programs in Texas. It also shows that children's programs, carefully planned and carried out at the "grass roots" level, really can work. The 14 projects described in this report are living models of how other communities, with the right kind of help, can get results for children.

Section 1:

Introduction

The following report describes and evaluates 14 demonstration projects in local Texas counties and communities as they implemented early childhood development (ECD) programs. The demonstration projects are sponsored by the Texas Department of Community Affairs, Early Childhood Development Division (TDCA/ECDD). A previous report[1] described the planning efforts of the projects, including the identification of needs of families with young children (ages 0-6) in local communities, and the planning of ECD services that responded to local unmet need priorities. This report discusses what occurred and what was learned as the demonstration projects activated their programs and progressed during the first two years of program operation (August 31, 1973, to August 31, 1975). Specifically, the report answers the questions below regarding the outcomes of the projects and processes for their implementation.

Research Questions on Program Implementation Outcomes

The following questions on program implementation outcomes are important because they address the basic social, political, and economic criteria commonly used by policy makers to evaluate whether social service programs are effective and if they should be continued.

1. What has happened to the demonstration projects since the initial report that described their plans and goals for providing services to young children and their families?

2. To what degree have the projects attained their goals during the first two years of program activation in terms of the quality and quantity of services provided to children and their families?

---

[1] B. Esterline, A. Van de Ven, and R. Koenig, *How 13 Texas Communities Started Working for Children,* Austin: Texas Department of Community Affairs, Office of Early Childhood Development (1974).

3. Do the economic benefits of the services provided by the demonstration projects exceed their costs?

4. What evidence is there thus far that the demonstration projects are having an impact on the communities they are serving?

5. What are the prospects for the demonstration projects in terms of future growth and financial stability?

The evaluation study described in this report provides evidence for positive answers to the above questions. Indeed, this report concludes that on the basis of an extensive amount of objective and subjective evaluation data collected over time, the demonstration projects are a model example of what local communities, primarily rural in population, can do to plan and implement needed ECD services at the "grass roots" level.

Research Questions on Processes to Implement ECD Programs

Questions about the process findings and learning experiences gathered in planning and activating the demonstration projects are as important as the outcome issues. The following questions focus on administrative activities and organizational arrangements which may explain how and why the outcomes were obtained. Answers to these questions can provide practical guidelines to state and local organizers for knowing how to plan and implement FCD programs at the local level.

1. To what extent did the administrative guidelines and support activities of TDCA/ECDD at the state level help the local demonstration projects plan and activate their ECD programs?

2. What planning functions and activities performed by the demonstration projects helped and hindered program effectiveness during the first few years of implementation?

3. What barriers or obstacles did the demonstration projects encounter when they implemented their programs? Could these barriers have been avoided? If so, how?

4. How did the organization design and management style of the demonstration projects evolve and grow during the first few years of program implementation? What management and organization factors were particularly important (i.e., strongly related to effectiveness) during each stage of program growth?

5. How did interagency coordination help the demonstration projects become financially independent of TDCA/ECDD? How and why does interagency coordination come about? What factors are important for managing effective relationships between organizations?

Outline of This Report

Section II of this report will describe the background of the TDCA/ECDD demonstration projects as well as the evaluation methodology used to find answers to the questions listed above. Section III will answer the questions on outcomes to date, while Section IV will report on the evaluation data collected and analyzed thus far to provide preliminary answers to the process questions. Answers to the outcome and process questions in Sections III and IV will be based on the evaluation data collected on all projects combined. Section V will summarize the findings thus far and offer recommendations based on these findings.

This is a preliminary report. Data are being collected on all the demonstration projects through August, 1976, and final data analysis will then take place. Therefore, it is important to note that some outcome and process questions cannot be answered at this time, and some conclusions are tentative and subject to change. These unanswerable questions and tentative conclusions will be clearly identified in Sections III and IV.

Section 2:

Background on the Demonstration Projects

In 1971, an executive order was issued by the Governor's Office which provided for the formation of an Office of Early Childhood Development. The mandate of the office, renamed in 1975 the Early Childhood Development Division (ECDD) of the Texas Department of Community Affairs, was to work with other agencies in developing a comprehensive state plan for early childhood development. As one of the prerequisite steps in preparing a long-range, statewide plan for services to young children and their families in Texas, the Office of Early Childhood Development funded 14 demonstration projects in selected Texas communities, primarily rural in population. The purpose of the projects was to test various procedures and techniques for planning and implementing early childhood development (ECD) projects at a local, "grass roots" level. (See Table 1 for demographic data of project sites.) Through that experience, TDCA/ECDD hoped to acquire basic knowledge of early childhood development needs, and ways in which these needs could be met at the local level.

Two types of projects--"county" and "special" projects--were selected and awarded grants for planning and developing local programs in Texas communities. The so-called "county" and "special" projects differed in method of selection and the process they followed in planning local ECD programs.

The County Projects

The county projects were selected in December, 1972, on the basis of needs reflected by such statistics as infant death rate, number of children under six, median per capita income, and rate of AFDC (Aid to Families with Dependent Children) recipients. Consideration was also given to counties that were predominantly rural and had a high potential for obtaining federal match dollars through Title IV-A funds. After negotiations with selected County Judges and Commissioners Courts during the winter of 1972, TDCA/ECDD contracted with the eight county agencies listed below to plan and implement an ECD program to serve the children and families residing in their respective counties. In addition, the

Table 1

COUNTY DEMOGRAPHIC POPULATION
TDCA/ECDD DEMONSTRATION PROJECTS

COUNTY	LOCATION	COUNTY POPULATION	RURAL POPULATION	INCIDENCE OF POVERTY	MEDIAN FAMILY INCOME	CHILDREN UNDER 6	BLACK POPULATION	SPANISH SURNAME OR LANGUAGE
El Paso	Most western county	391,700	4.0%	21.4%	$7,792	44,521	2.8%	56.9%
Falls	East Central	17,300	63.6%	41.2%	$5,863	1,442	31.5%	9.2%
Fort Bend	Southeast Texas	64,200	44.4%	21.3%	$10,256	6,593	16.9%	26.6%
Hidalgo (Colonias Del Valle)	Extreme South	207,100	25.9%	49.8%	$4,776	24,470	.8%	79.1%
Houston	Deep East Texas	18,400	62.9%	41.5%	$4,972	1,613	40.8%	3.2%
Lamar	Northeast Texas	36,900	35.0%	25.0%	$6,512	3,830	17.3%	.5%
Nacogdoches	East Texas	41,600	38.0%	23.8%	$6,668	3,038	20.7%	2.7%
Navarro	North Central Texas	31,600	35.9%	27.4%	$6,454	2,732	21.8%	2.9%
Nueces*	Southern Coast	250,800	6.0%	21.5%	$8,168	27,937	4.7%	43.6%
Panhandle**	High Plains Region	330,316	28.7%	14.6%	$8,466	34,227	3.8%	9.3%
Polk	Southeast Texas	16,200	72.9%	32.4%	$5,639	1,426	26.5%	2.8%
San Patricio	Coastal	50,300	35.8%	32.6%	$7,266	6,035	1.5%	49.1%
Starr	Far South	19,600	67.9%	54.9%	$3,593	2,410	.5%	97.9%

*2 projects: Coastal Bend Migrant Council and Corpus Christi Early Childhood Development Center
**26-county region

INFANT DEATH RATE	# OF PHYSI-CIANS	POPULATION PER PHYSICIAN	COUNTY
16.4	343	1,085	El Paso
14.6	14	1,207	Falls
16.1	44	1,286	Fort Bend
16.5	113	1,616	Hidalgo (Colonias Del Valle)
9.6	13	1,362	Houston
15.8	37	995	Lamar
16.8	29	1,355	Nacog-doches
34.2	34	974	Navarro
16.8	320	778	Nueces*
21.0	246	1,340	Pan-handle**
37.8	7	2,100	Polk
26.0	17	2,865	San Patricio
20.8	4	4,725	Starr

SOURCES:

Texas Almanac, 1976-77.
Texas Department of Community Affairs, Early Childhood Development Division. *Early Childhood Development in Texas: 1973-74*. 1974.
Texas Department of Community Affairs, Economic Opportunity Division. *Poverty in Texas, 1973*. 1974.
Texas Department of Health Resources. *Vital Statistics, 1974*. 1975.
Texas Medical Association. *Distribution of Physicians in Texas, 1973*. 1975.
U.S. Bureau of Census. *1970 Census of Population. General Social and Economic Characteristics - Texas*. 1970.
The Alan Guttmacher Institute. *Family Planning Services: Texas*. 1975.

Texas Panhandle Community Action Corporation contracted with TDCA/ECDD as a ninth "county" project distinctive in that it would plan a regional ECD program for a 26-county area.[2]

"COUNTY" PROJECTS

Project	Contracting Agent	Operating Agency
Falls County	Marlin/Falls County Committee on Health and Community Development	Falls County Parent-Child Centers
Fort Bend County	Lamar Consolidated ISD	Same
Houston County	LIFT, Inc.	Houston County Child, Inc.
Lamar County	Lamar County	Same
Navarro County	Navarro County Consultation Center	Same
Polk County	Polk County	Same
San Patricio County	San Patricio Committee on Youth Education and Job Opportunities	Same
Starr County	Community Action Council of South Texas	Same
The Panhandle	Texas Panhandle Community Action Corporation	Same

[2]A more detailed description of the selection process of the TDCA/ECDD Demonstration Projects is available in How 13 Texas Communities Started Working for Children, Ibid.

By the terms of the contract, these nine demonstration projects agreed to follow a structured process for planning ECD programs that would respond to local unmet needs of children under the age of six and their families. The structured process specified was the Program Planning Model. This process subdivided planning into five phases and required the following tasks to be performed by the projects in each phase:

Phase I: Problem Exploration

Conduct a county- or region-wide needs assessment of parents, children, and professionals to identify need priorities for early childhood development. Summarize the data from the needs assessment survey in a report, conduct a review meeting with the planning steering committee, and distribute the report to survey participants, local interest groups (e.g., ECD service-providing organizations, politicians, civic groups, and the mass media), and TDCA/ECDD.

Phase II: Knowledge Exploration

Conduct a survey of experts in the ECD need priority areas in order to better understand the causes of ECD problems and to identify alternative ways to resolve the need priorities in the local community or area. Summarize the data from the knowledge exploration survey in a report, conduct a review session with the planning steering committee, and distribute the report to Phase I and II participants, other local interest groups, and TDCA/ECDD.

Phase III: Program Plan Design

Develop a specific proposal for an ECD program and its evaluation that responds to the ECD need priorities in the local area and also incorporates the knowledge obtained from experts in Phase II. Through workshops and joint planning and design meetings, develop and maintain close contact with other local ECD-related agencies in designing the specifics of the proposals. Send preliminary drafts of the proposal to planning participants, local interest groups, and TDCA/ECDD, and conduct review sessions with the planning steering committee and key agency administrators.

Phase IV: Program Activation

Activate the ECD program on a pilot or demonstration basis and make corrective adjustments as necessary on the basis of a formative evaluation. On a quarterly basis, complete and submit a standardized performance report to TDCA/ECDD.

Phase V: Program Impact Evaluation and Operation

Conduct an evaluation of the ECD program in terms of its impact on services to children in the local area. Submit a report to TDCA/ECDD on the results of the evaluation study. Implement the ECD program as an ongoing ECD service operation for the community.[3]

The Special Projects

The Special Projects were selected in response to initiatives from local agencies for funds to implement already-planned programs. The planning of these projects varied, depending on the personnel responsible for the projects; however, except for the Panhandle program described above, none of the Special Projects followed the structured planning process of the Program Planning Model. The criteria for awarding funds to these Special Projects included the adequacy of the program to respond to local early childhood development needs, an indication of local support for the program, and a commitment of funds from other agencies. The six Special Projects chosen were the following:

"Special" Projects

Project	Contracting Agent	Operating Agency
Coastal Bend Migrant Council ECD Program	Texas Migrant Council	Coastal Bend Migrant Council
Colonias del Valle ECD Program	Texas Migrant Council	Colonias del Valle, Inc.
Corpus Christi ECD Center	City of Corpus Christi	Same
El Paso ECD Program	United Fund of El Paso & El Paso County	El Paso YWCA
Nacogdoches	Nacogdoches County United Fund	Austin Heights Baptist Church

[3] A detailed description of the Program Planning Model is presented in Appendix 2 with a reprint of A. Van de Ven and R. Koenig, "A Process Model for Program Planning and Evaluation," *Journal of Economics and Business*, Vol. 28, No. 3 (Spring-Summer, 1976) pp. 161-171.

Policy Considerations in Funding Projects

In preparing for the implementation of the 14 ECD projects, TDCA/ECDD program staff became aware of the need for stressing interagency coordination due to the trial nature of a demonstration program and the limited (three-year) funding available. Care was taken to alert the communities accepting demonstration money that funding to continue the projects after three years would have to be found elsewhere. TDCA/ECDD staff stressed the importance of identifying local resources and of obtaining early commitments from other agencies to help fund and coordinate ECD services. TDCA/ECDD hoped thereby to reduce duplication, cut costs of program implementation and operation, and establish possible sources for obtaining funds past the demonstration period. For its part, TDCA/ECDD began by helping local programs establish contacts with the Texas Department of Public Welfare (DPW), a major funder of child care services in Texas, and provided continued assistance to eligible projects in obtaining Title IV-A funds through that agency.

TDCA/ECDD did not stipulate that a specific type of program must be the outcome of the communities' ECD planning efforts. Rather, TDCA/ECDD focused on the means to plan programs (i.e., planning process), allowing the ends (i.e., the programs) to evolve from the means (i.e., process). This policy consideration followed the TDCA/ECDD philosophy that local communities know best what their ECD needs are and, when provided with an effective planning process, can come up with local programs which best meet their needs. In allocating funds to communities for assessing their needs and designing programs, TDCA/ECDD required satisfactory completion of process criteria. After programs were fully activated, funds were provided quarterly, following submission and approval of quarterly financial and performance (Management Information System) reports.

Funding the Demonstration Projects

Program funding to the 14 local projects by TDCA/ECDD varied according to need and ranged from $50,000 to $75,000 per project per year, for a period of three years. An additional $5,000 was set aside for county projects' planning activities. Unused planning funds could be added to the projects' allocation for the first year of program activation. (See Table 2 for actual planning expenditures.)

Due to the time required to staff personnel responsible for the demonstration projects and the planning of the demonstration effort, TDCA/ECDD was faced with a relatively short time span in which to contract for local project implementation. The delay was complicated by the length of time required by local programs to go through the five planning phases of the Program Planning Model (PPM). Although they varied somewhat, the majority of the contracts become effective at the beginning of January 1973, with the first year's funding allocation being dispensed by August 31, 1973. An arrangement was made with local project sponsors to award the planning grant following the formation of the project steering committees. Portions of the program implementation funds were awarded at the completion of subsequent planning phases.

Table 2

PLANNING EXPENDITURES

County Projects
Fiscal Year 1973

COUNTY	Total Fiscal Allocation	PLANNING EXPENDITURES		
		Planning Funds Allocated	Total Planning Expenditures	Balance
Falls	$61,000	$5,000	$5,000.00	- 0 -
Fort Bend	65,000	5,000	3,372.29	$1,627.71
Houston	61,000	5,000	3,169.00	1,831.00
Lamar	72,000	5,000	4,612.94	387.06
Navarro	64,000	5,000	3,530.00	1,470.00
Polk	59,000	5,000	5,000.00	- 0 -
San Patricio	70,000	5,000	3,606.56	1,393.44
Starr	61,000	5,000	4,422.00	578.00
TPCAC*	75,000	- 0 -	4,931.00	-

* Texas Panhandle Community Action Corporation (TPCAC) did not receive a planning grant; instead, planning funds were taken from the total allocation for the fiscal year. Special projects did not follow the PPM and no planning funds were allocated to these projects.

Since Special Projects did not follow the PPM planning phases, negotiations for funding to these projects varied, but generally funds were dispensed after the approval of the proposed program plan. Except for the Corpus Christi ECD Center project, which had received funding during the 1972 fiscal year, Special Project contracts were initiated in 1973 and funding awarded by the end of that fiscal year.

Administration and Technical Assistance

The major focus of TDCA/ECDD's role and responsibilities centered on providing the necessary tools, methodology and instruments, as well as technical assistance and guidance, to local programs throughout planning and implementation of their programs.

A Special Programs staff within TDCA/ECDD was assigned the major responsibility for administering the projects. It consisted of a Project Director and three Program Specialists, each of whom was assigned to specific projects. In addition, TDCA/ECDD contracted with professional consultants (experts in ECD), called Project Advisors, to work with the projects at the project's request in developing and improving their local programs.

An evaluation staff was also made available to design and implement a longitudinal evaluation study of the demonstration projects. This consisted of an "inside" evaluator who was a member of the TDCA/ECDD staff, and an "outside" evaluator, a consultant with expertise in the field of program organization and evaluation.

Technical assistance to the demonstration projects from TDCA/ECDD during the pre-implementation phase was extensive and involved staff and outside experts in various capacities. Assistance to communities in developing their ECD programs took the form of workshops held in Austin, site visits to projects by Program Specialists and Project Advisors, and numerous phone calls between local projects and the Special Programs staff. A total of four two- to three-day Austin workshops, 53 site visits by Program Specialists, and 38 visits by Project Advisors took place in a one-year period (January, 1973 - December, 1973) during which time local communities planned and began to implement their ECD projects. (See Table 3.)

The workshops included presentations by visiting experts and TDCA/ECDD staff on needs assessment, program planning, fiscal procedures, program evaluation, and program activation. They were scheduled to coincide with the different planning phases of the projects and addressed topics and activities pertinent to each phase.

Evaluation Design of the Demonstration Projects

In this context a longitudinal evaluation study was designed and is being conducted to measure the program planning, operation, and

Table 3

TDCA/ECDD Demonstration Projects
Site Visits During Planning Phases

PROJECT	NUMBER OF ADVISOR VISITS	NUMBER OF PROGRAM SPECIALIST VISITS
Corpus Christi	5	-
El Paso	1	3
Falls	8	5
Fort Bend	2	11
Houston	8	6
Lamar	5	4
Navarro	1	5
Panhandle	2	4
Polk	2	6
San Patricio	2	8
Starr	2	1
TOTAL	38	53

interagency coordination efforts of the 14 demonstration projects. An eightfold data collection system was put into effect to monitor the projects throughout the evaluation period. It consisted of the following:

1. Phase-end reports by the demonstration projects were submitted in compliance with contract requirements to TDCA/ECDD.

2. Interviews with each project director or questionnaires were administered by the evaluators at the completion of each phase of planning, and every nine months during the program activation and operation phases.

3. Questionnaires and performance rating forms were completed by the consultants and TDCA/ECDD program specialists at the completion of each phase of planning.

4. Reports on site visits by the consultants and TDCA/ECDD program specialists as well as a daily log of telephone calls by the specialists to projects were maintained.

5. An interagency team of child development experts used an instrument designed by TDCA/ECDD staff to evaluate the quality of child care services, and conducted team site visits to all child care centers during Spring, 1975, to measure and provide feedback on the quality of child care services provided by the projects.

6. A standardized performance reporting system was begun with the activation Phase IV of planning (September, 1973) and was submitted by the demonstration projects on a quarterly basis to TCDA/ECDD. The performance reporting system measured the dollar cost and units of child care services (using DPW standards) provided by the projects in five functional areas: child care, health care, parent education, public information and education, and indirect services (administration and interagency coordination).

7. A longitudinal survey was designed and implemented to measure interagency coordination from the perspectives of the 14 ECD project directors and contact people from 110 other organizations that were involved in some way with the demonstration projects. The pair-wise surveys were conducted about nine months apart, in Spring 1974, Winter 1974, Fall 1975, and Summer 1976.

8. A final survey of parents, community officials and professionals, ECD center staff and the director for each demonstration project is now being conducted to measure the perceived impact of the ECD projects on the recipients of services.

Throughout the evaluation period collected data were analyzed as quickly as possible and used to provide feedback and training to the demonstration project directors and consultants in a series of two- to three-day workshops. As indicated before, each of these workshops was directed toward a specific set of timely problems or topics of concern to the project directors. They also provided the evaluators much useful information about the specific kinds of problems experienced at different stages of program planning and implementation and, equally important, ways to address and respond to these problems.

The interim findings from the evaluation study have also been documented in a number of reports tailored to different audiences. Appendix 1 presents a reference list of nine papers written for practitioners, and 10 papers published in journals and presented at professional conferences on the results of the evaluation study thus far.

As the number of reports suggests, much useful knowledge is emerging from the evaluation study. The remainder of this report will describe the major findings about the outcomes and processes of activating the demonstration projects.

Section 3:

Program Implementation Outcomes

By August 31, 1973, planning activities of the 14 ECD demonstration projects were completed, with the majority of the program proposals reviewed and approved by TDCA/ECDD for funding allocations. The planning efforts resulted in a variety of early childhood development programs, each unique to the project area and each responding to needs identified by the projects.

Six of the 14 demonstration projects (Falls, Houston, Lamar, El Paso, Polk, and Corpus Christi) designed comprehensive child care programs with social and educational services, health and nutrition components, and parent involvement components. San Patricio County proposed to establish a system of family day care homes scattered throughout the semi-rural county to provide services to children whose mothers were working or in training and to help day home operators become licensed for providing child care. The Panhandle proposed to expand and improve child care services through a regional delivery system and to coordinate ECD services in five subareas of the region. Nacogdoches proposed the development of an infant care program to meet a gap in ECD service delivery in that county, and the Texas Migrant Council contracted to act as a planning and funding clearinghouse to three child care programs in predominantly migrant communities. Of these projects, El Paso, Corpus Christi, Falls, Houston, the Panhandle, and the Texas Migrant Council enlarged on existing programs in child care, both in size and in the scope of services provided. San Patricio, Polk, Lamar, and Nacogdoches developed plans for new programs to meet identified needs.

While the majority of the ECD programs were designed to deliver comprehensive child care services, three of the demonstration projects developed health care programs. Starr County proposed a program to provide comprehensive medical, dental, and psychological diagnostic and treatment services to a selected number of young children, as well as parent education to the parents of these children. Navarro County designed a program to provide prenatal care and instruction to pregnant women and to improve the general health care of children under six years of age. Fort Bend County proposed to obtain demographic information on young children and their families, as well as to work on the early identification and treatment of children's health and developmental problems.

Program Development

When examining the overall progress made by the demonstration projects since August 1973, when they first developed and implemented their program plans, one can see that a great deal has occurred. Table 4 summarizes the initial service goals and the actual services provided by the demonstration projects during the first two years of program implementation, in terms of the number of children and parents served and the number of service-providing centers or sites.

In August 1973, all the projects combined set out to provide child care and health care services to 1,661 children. During the first year of implementation, the projects exceeded this goal by 77%, with direct services given to 2,981 children and 1,432 parents. The child care centers provided services to 1,345 children in 30 centers and 20 family day homes, while the three health care projects gave screening, limited treatments and referrals to 1,636 children.

While most projects met or exceeded their goals, in some counties it took longer to activate the programs than anticipated. However, by the end of the second year of operation all the demonstration projects had exceeded their initial goals and, on the average, had expanded their services by more than 66% over the first year of operation. Table 4 shows that during FY 1975 the project served 4,942 young children and 7,223 parents in 36 child and health care centers and 27 family day homes.

Figure 1 shows a clearer illustration of the dramatic rate of growth in services provided by the demonstration projects by quarter during the first two years of operations. Figure 1 summarizes the units of service (see Appendix 3, MIS Performance Form, for definitions of measurements) provided each quarter by the projects in five functional areas: child care, health care, parent education, public information and education, and indirect services. In each of these functions, there were significant increases in the units of services provided by the projects since August 1973, as shown in Figure 1. The decreasing trend in the units of health care provided is offset by the fact that by FY 1975, many projects had established arrangements for health screening through the DPW, Title XIX health screening program. Despite this apparent decrease and a leveling off in parent education and indirect services in FY 1975, the rate of growth over the two years remains strong for child care (the primary function of most projects) and public information and education.

Note that most of the dramatic growth by the demonstration projects occurred as a result of additional funding from other sources obtained by the demonstration projects primarily as a result of the technical assistance provided by TDCA/ECDD. Tables 5 and 6 show that the operating budgets of all projects combined increased 50%--from $1,214,913 to $1,831,952 (excluding El Paso)--in FY 1974 and FY 1975. However, TDCA/ECDD's funding to the projects increased only 22% over the two-year period. In addition, while the projects depended upon TDCA/ECDD for 41% of their operating

Table 4

Service Goals and Service Outcomes of ECD Demonstration Projects

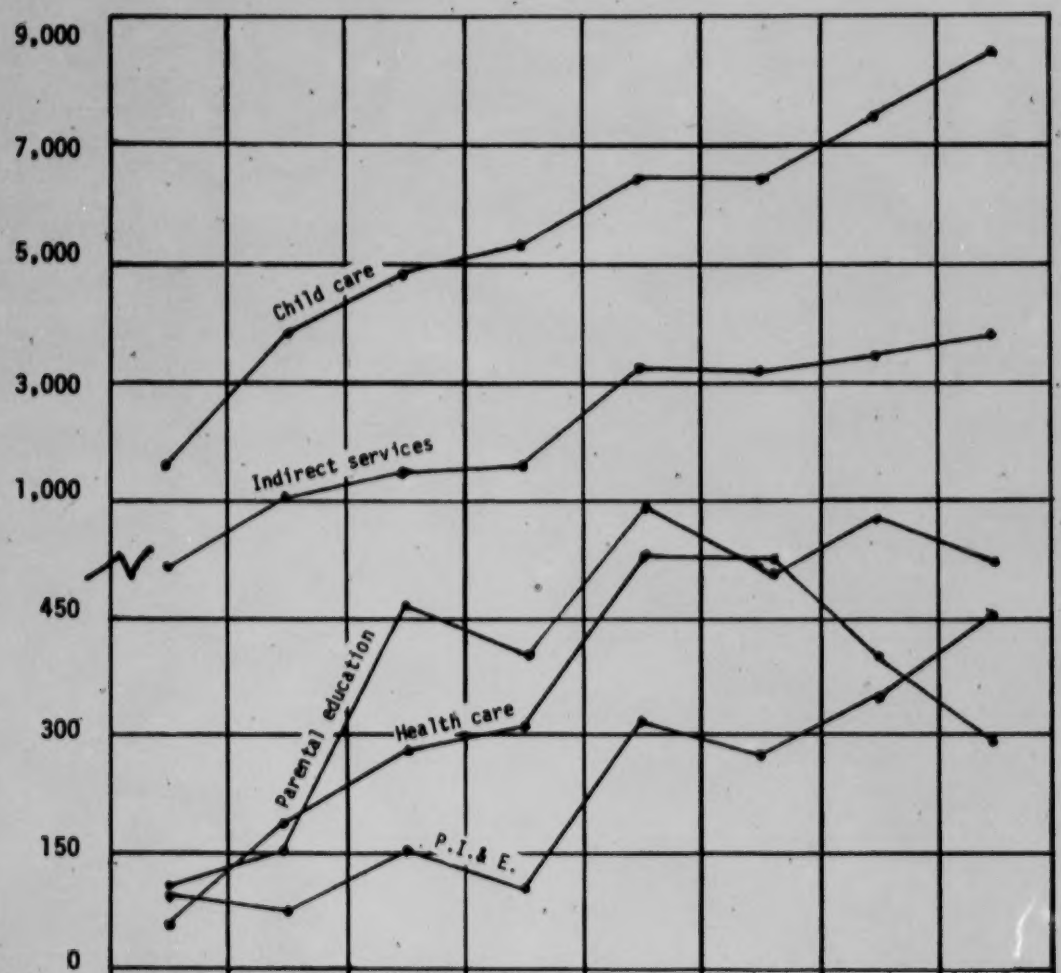
DEMONSTRATION PROJECTS	PROPOSED SERVICE GOALS SET AUGUST, 1973		ACTUAL SERVICES PROVIDED FY '74 (Sep.'73-Aug. 74)			ACTUAL SERVICES PROVIDED FY '75 (Sep.'74-Aug.'75)		
	Children to be served	Centers	Children served	Centers	Parents served	Children served	Centers	Parents served
Child Care Centers								
Coastal Bend Migrant Council	64	3	52	4	60	108	3	70
Colonias Del Valle	60	2	65	2	20	115	2	47
Corpus Christi ECD Center	57	1	43	1	MD*	81	1	69
El Paso ECD Program	400	9	436	10	MD*	447	10	350
Falls County Parent-Child Centers	140	3	98	1	69	161	3	327
Houston County (LIFT, Inc.)	60	1	55	1	102	84	1	177
Lamar County ECD Centers	109	4	104	4	-	226	5	83
Nacogdoches	16	1	19	1	6	43	1	26
Panhandle ECD Program	350	5	395	5	253	521	5	492
Polk County ECD Program	55	2	9	1	-	92	2	73
San Patricio	90	30 day homes	69	20 day homes	23	132	27 day homes	100
Subtotal	1,401	31 centers 30 day homes	1,345	30 centers 20 day homes	533	2,010	33 centers 27 day homes	1,814
Health Care Projects								
Fort Bend County	80	1	832	1	202	1,090	1	2,544
Navarro	100	1	192	1	238	277	1	506
Starr	80	1	612	1	459	1,565	1	2,359
Subtotal	260	3	1,636	3	899	2,932	3	5,409
TOTAL ALL PROJECTS	1,661	34 centers 30 day homes	2,981	33 centers 20 day homes	1,432	4,942	36 centers 27 day homes	7,223

*Missing Data

Figure 1

AVERAGE FOR ALL PROJECTS

Quarterly Profile of Units of Service* Provided by Functions



FUNCTIONAL AREAS:	1st Qtr. Dec.1,73	2nd Qtr. Mar.1,74	3rd Qtr. Jun.1,74	4th Qtr. Sep.1,74	1st Qtr. Dec.1,74	2nd Qtr. Mar.1,75	3rd Qtr. Jun.1,75	4th Qtr. Sep.1,75
Child care	1,685	3,760	4,920	5,273	6,489	6,391	7,432	8,472
Health care	66	191	269	318	719	706	398	291
Parental education	106	154	461	399	988	665	897	702
P.I.& E.	97	72	152	91	331	277	356	454
Indirect services	614	1,007	1,471	1,507	3,213	3,121	3,411	3,914

*UNITS OF SERVICE ARE CALCULATED AS FOLLOWS:

Child Care
Number of children times days served

Health Care
Number of health screenings, referrals and treatments

Parental Education
Number of individual and group sessions and mail-outs

Public Information and Education
Number of staff and volunteer hours devoted to P.I.& E.

Indirect Services
Number of interagency referrals, contacts, and mechanisms plus
Hours in training, planning and reporting

Table 5

ECD Demonstration Project Expenditures

Fiscal Year 1974

PROJECT	TOTAL EXPENDITURES	SOURCE OF FUNDS			
		TDCA/ECDD Funds	% of Total	Other Funds	% of Total
Coastal Bend	$ 79,315	$ 23,795	30%	$ 55,520	70%
Colonias Del Valle	87,687	26,306	30	61,381	70
El Paso	MD*	MD*	MD*	MD*	MD*
Falls	155,343	49,500	32	105,843	68
Fort Bend	51,250	42,374	83	8,876	17
Houston	108,132	50,922	47	57,210	53
Lamar	78,636	58,956	75	19,680	25
Nacogdoches	23,121	9,971	43	13,150	57
Navarro	54,760	45,201	83	9,559	17
Panhandle	411,437	65,931	16	345,506	84
Polk	47,638	34,778	73	12,860	27
San Patricio	71,538	46,848	65	24,690	35
Starr	46,056	46,056	100	0	0
TOTAL (excluding El Paso)	$1,214,913	$500,638	41%	$714,275	59%

*Missing Data

Table 6

ECD Demonstration Project Expenditures

Fiscal Year 1975

PROJECT	TOTAL EXPENDITURES	SOURCE OF FUNDS			
		TDCA/ECDD Funds	% of Total	Other Funds	% of Total
Coastal Bend	$ 129,956	$ 38,987	30%	$ 90,969	70%
Colonias Del Valle	112,489	33,747	30	78,742	70
El Paso	996,011	102,856	10	893,155	90
Falls	187,375	62,500	33	124,875	67
Fort Bend	70,396	66,737	95	3,659	5
Houston	142,829	43,606	31	99,223	69
Lamar	181,772	98,759	54	83,013	46
Nacogdoches	82,655	16,024	19	66,631	81
Navarro	52,935	52,077	98	858	2
Panhandle	526,737	73,786	14	452,951	86
Polk	160,195	39,527	25	120,668	75
San Patricio	118,849	22,958	19	95,891	81
Starr	65,744	65,744	100	0	0
Total (excluding El Paso)	$1,831.952	$614,452	34%	$1,217,480	66%
TOTAL	$2,827,943	$717,308	25%	$2,110,635	75%

budget in FY 1974, project financial dependence upon TDCA/ECDD decreased to 34% in FY 1975. Thus, not only did the projects dramatically increase the quantity of services to children and parents between the first and second year of operation, they also demonstrated significant progress in establishing their financial independence from TDCA/ECDD. Indeed, by FY 1975 all the projects (including El Paso) were, on the average, 75% independent of TDCA/ECDD. This finding is a particularly important indicator of the potential ability of the projects to establish financially stable ECD programs in their local communities after August 1976, when state TDCA/ECDD planning and implementation seed money terminates.

Quality of Services

The quality of services provided by the demonstration projects is just as important as the number of children and parents served. In order to assess the quality of services and to provide technical assistance to projects in improving their quality of services, TDCA/ECDD designed and conducted a quality monitoring program of the demonstration projects. The TDCA/ECDD staff organized a team of child development, health, and programmatic experts consisting of Project Advisors (hired by TDCA/ECDD as consultants to the projects and monitoring projects other than the ones they were assigned to), professional staff from the Department of Public Welfare (i.e., Child Development Specialists), and Program Specialists from TDCA/ECDD (monitoring projects other than the ones they were assigned to). This interagency team of experts used an instrument designed by TDCA/ECDD staff to evaluate the quality of child care and health care services, and conducted team site visits to service sites of the projects during the spring of 1975. The purpose of these team site visits was not only to measure the quality of child care and health care services, but also to provide feedback to project directors on what was observed so that technical assistance needs for strengthening areas of weakness could be determined. Follow-up of technical assistance in these areas was then provided by TDCA/ECDD.

Table 7 summarizes the overall average ratings by the ECD experts of service quality provided by the projects in seven functional areas. The final line of Table 7 shows that the interagency team of child development, health and programmatic experts rated the overall quality of services to be somewhat above average in all functional areas.

The following are comments by qualified monitoring team members on what they observed in the various ECD demonstration projects, as noted in their monitoring report summaries:

Houston County

This staff has many of the basics in hand. They are ready to continuously move forward--perhaps the study of some theory, considering different strategies in order to understand better why they are doing what they are doing.

Table 7

Ratings of Quality of Services Provided by the Demonstration Projects

Average Rating by ECD Expert Team of Project Quality by Function

PROJECT	PROGRAM ADMINIS-TRATION	CHILD CARE & EDUCATION	NUTRITION	HEALTH CARE	PARENT EDUCATION	SOCIAL SERVICES	PUBLIC INFORMATION & EDUCATION	OVERALL QUALITY OF SERVICE RATING
Colonias Del Valle	2.76*	3.00	3.13	2.43	2.62	2.46	MD**	2.73
Falls County	2.73	1.79	2.08	2.39	2.54	2.69	3.58	2.54
Fort Bend	2.73	NA***	NA	2.61	2.60	2.77	2.50	2.64
Houston	3.11	2.71	2.38	3.13	3.77	2.92	3.25	3.04
Lamar	2.31	2.75	3.44	2.17	2.23	2.08	2.83	2.54
Nacogdoches	2.51	3.28	2.75	2.09	2.46	2.15	2.92	2.59
Navarro	2.00	NA	NA	MD	2.39	2.54	2.46	2.35
San Patricio	2.49	2.69	2.10	2.28	MD	2.23	MD	2.36
Starr	2.44	NA	NA	2.79	2.50	NA	2.33	2.52
All Demon-stration Projects	2.46	2.51	2.50	2.48	2.57	2.28	2.65	2.53

*Rating Scale Used to Assess Quality of Services
1 = Action Needed 3 = Above Average
2 = Average 4 = Outstanding

**Missing Data

***Not Applicable (i.e., sites not serving children in day care program)

The most striking features ... are the director's availability to parents for guidance in meeting children's needs, her seizing the "teachable" moments to help parents understand and cope with their children's illnesses, and the interweaving of the health care component with other program services.

There is a wonderfully unhurried atmosphere. Staff are able to give one infant all the time it needs. There is no frantic effort to meet needs, yet the needs are being met very well.

Falls County

The accomplishments of this program are many, and the staff deserves congratulations for what they have achieved .... If a problem has been identified, it is in the area of consistency in staff development .... Therefore, our primary recommendation (to the program) is to acquire a staff member experienced in child development, who can provide the consistent daily work with the teachers that will enable them to follow through on the training they have been exposed to. If this is done, nothing can hold this program back.

Polk County

... (The child development) component was rated very good overall. Both reviewers commented on the positive relationship that exists among the staff and children and the happy atmosphere in the centers .... The staff was already aware of one thing both reviewers mentioned: the outdoor play areas need improvement. There were few other weak spots. It may be possible to make somewhat better use of space .... But the strong points greatly outnumber the weak points.

Relaxed scheduling and much staff involvement with children.

A closeness that is felt--both staff and children are happy at school .... Cooperation and respect of each other as persons.

Lamar County

The high quality of program administration helps assure the general high quality of other aspects of the program.

The staff members are proud of their work here (both of their own and of other staff's accomplishments). They are eager to point out something positive that another has done. They also are aware of their own weakness and seek to improve themselves continuously.

Lamar County (continued)

Everyone seems happy here and self-concept is positively fostered. The materials and equipment are of high quality, durable construction. Everything is the appropriate size for the age groups. Each child's individual needs are taken into consideration.

There is a need for additional equipment on outdoor area.

Much has been done to involve individuals, agencies and groups in the community in the program. Some examples are the Jaycees, physicians, the Retired Senior Volunteer Program, Paris Junior College, and the Holiday Inn (which allowed the program to use its swimming pool for lessons for the children).

Nacogdoches

The use of space is excellent. The arrangement by centers in the older toddler room, and the outdoor play area were especially noteworthy. In the outdoor play area some attention should be given to facilities for the non-walker .... Equipment and supplies range from adequate to well above average.

The area of teacher-child interaction varied from situation to situation, but was generally rated outstanding or above average. The staff could use assistance in the techniques of verbal interchange in relation to developmental objectives. Staff relationships, with few exceptions, are outstanding. A warm and friendly atmosphere permeates the entire center.

The director has a rather low-key, non-didactic approach to parent education. The center is there as a model and the parents can see what is going on with their children, the interaction between staff and children, the activities, etc.

Colonias Del Valle

An excellent and innovative approach to parent education has been developed by this program. They have started a training program for mothers who are not at a level where they would be eligible for regular employment training programs such as WIN. In addition to such formal topics as English and arithmetic, the training program deals with "everyday psychology" and problem solving, to improve the parents' self-esteem and ability to cope.

The judgment of the monitoring team, taking all the components into consideration, was that this is an excellent program.

The social and emotional climate of the centers was superb. They gave every indication of being a happy place for children and teachers to be.

San Patricio County

All the homes we observed had a very relaxed and flexible atmosphere. The day home mothers allowed children as much time as they needed for the activities. There was no hurrying frantically, neither did the children seem to get restless from spending too long a time on one particular task.

The administrative personnel have developed excellent rapport with the day home mothers. The cooperation that exists in this program is not seen very often in child care staffing.

Training in specific curriculum areas such as math, language, science, motor development and creative activities should be considered as a part of the curriculum implementation.

... formalization of activities with parents is an area that needs developing.

The Panhandle

The interaction between teachers and children is excellent. This staff should enjoy developing some skills in open-ended, thought-provoking questions and promoting positive self-image.

This center has adequate books but a shortage of manipulatives. There were some excellent teacher-made materials; more of this should be encouraged.

The outside area needs a lot of work. Because of a child's need to run, jump, and exercise his large muscles, this should be a priority activity. The center has a very active parent group. They should be encouraged to take the playground as a pet project. Perhaps consultation in this area would be a good idea.

Coastal Bend Migrant Council

The instrument designed for use in monitoring (the quality of the program) assumes a base level of operation that has yet to be reached in this program. The instrument ... was helpful in setting general parameters on this site visit.

The staff in the child care centers seem committed to providing the best care they know how to give children. They have received training on various topics in their areas. However, application of the concepts covered in these sessions was not apparent.

Autonomy seems the crucial issue for the CBMC Day Care Program. The director should have more authority in hiring staff and managing the program.

Fort Bend County

The policy board is very active and supportive of the ECD program. There is excellent attendance at the board meetings.

The coordinators have excellent rapport with parents on a personal contact basis. Their one-to-one parent education in terms of specific activities designed to stimulate development in a child has been very successful.

The staff provides significant social services to clients. Their concern for the child and his family is one of the major strengths of the program.

Navarro County

The prenatal clinics appear to be most successful in meeting the needs of pregnant women ... Success of the program is evident by both the numbers of clients receiving services every month and the decrease in the number of walk-ins who have had no prenatal care.

I am very impressed with the entire PEDIA program; it is my opinion that they have met their projected goals most adequately.

More attention should be given to dental health needs of the program participants.

In this program parent education is a major activity in itself rather than an adjunct to other services, and it is an outstanding component.

Starr County

The staff for the ECD project is well qualified for the duties they perform .... The staff is committed to what they are doing and are at a stage where "program specific" training would enhance their capabilities.

Attention should be given in providing support services for parents attending Policy Board meetings. Also care should be given so that the parents' opinions are encouraged and valued.

(The client records) component is a good one. The records are very well kept, with few exceptions .... Individual folders in almost all cases reflect accurately program contact with clients.

Cost Effectiveness of the ECD Demonstration Projects

Do the economic benefits of the services provided by the ECD demonstration projects exceed their costs? An important public policy question that is presently being debated at the state and national levels deals with the costs and benefits of day care and other early childhood development programs.

Deriving dollar estimates of the benefits provided by the ECD projects is a difficult task. It is impossible to assign dollar figures to all benefits, both direct and indirect, short- and long-term. Many important benefits (e.g., the well-being of a child, the state of mind of his parents, etc.), considered the most important by some, cannot be analyzed from a benefit-cost perspective.

The TDCA/ECDD conducted a benefit-cost study in 1975 which primarily attempted to determine how well the demonstration projects could generate additional funds through effective planning and coordination from resources available to them. In addition to examining the efficiency with which State of Texas funds were used by the demonstration projects, the study attempted to determine the benefits derived by young children and their families receiving project services. The following areas were addressed by the study:

1. What effect did the state funds provided to demonstration projects have in generating additional resources and support for local communities in serving young children and their families?

   This was computed by dividing total project expenditures by the expenditures covered through TDCA/ECDD monies, as measured in the project quarterly performance and financial reports.

2. What economic benefits were derived by Texas families who brought their children to the demonstration project child care centers?

   This was measured in terms of the change in family income that occurred during the period in which families received child care services from the projects. The average family income change was divided by TDCA/ECDD expenditures to obtain an estimate of the family income change associated with each state dollar spent on child care.

3. What was the return to the state on each dollar spent for child care in the demonstration projects, in terms of the reduced amount of AFDC and Medicaid assistance paid by the state to project families, and the increased sales tax generated as a consequence of family income rise and the local employment income provided by the projects?

The ratio of these state fiscal benefits to TDCA/ECDD expenditures (state fiscal costs) was used to estimate this return on state investment.

4. What were the long-term health benefits derived from each dollar spent in the demonstration projects for health care?

   Direct health benefits to children were estimated on the basis of the present value of income loss avoided and treatment costs avoided as a result of the preventive health services children received.[4]

Resource-Generating Ability of State TDCA/ECDD Funds

Table 8 shows the number of children to whom day care was provided and the total day care expenditures by each demonstration project for the first quarter of FY 1975 (the quarter chosen for conducting the benefit-cost analysis). The wide range of expenditures shown in the third, fourth, and fifth columns reflects the diversity of project activities offered as well as differences in project efficiency and performance. The last two columns in Table 8 give the percent of total expenditures for indirect and direct services, respectively. On the average, for each dollar spent on child care, 71¢ was spent directly on services to children or parents, and 29¢ was spent for indirect activities, including program planning, staff training, reporting, and coordination.

Although the overall unit expenditure figures for the demonstration projects are competitive with corresponding figures reported in other studies, it is clearly evident that quality day care is an expensive undertaking. However, in Table 9 a breakdown of total expenditures by their source shows that money spent by the state has had a compounding effect on total resources devoted to day care. Each of the columns in the table breaks out total quarterly expenditures by the expenditure source (i.e., federal, state, local, and private donations). Because demonstration projects were able to generate additional resources through coordination of services, state TDCA/ECDD funds expended made up only 32% of the total expenditures. Federal funds, which included Title IV-A funds, Title XIX health screening funds, Labor Department Manpower funds, and HUD community services funds, financed 60% of the overall projects' expenditures. The remaining 8% of project expenditures was provided by local donations of physical facilities, volunteer time, and money. In the final column of Table 9, total project expenditures are divided by TDCA/ECDD expenditures to get an estimate of the

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[4]A more extensive report on the benefit-cost analysis of the demonstration projects is available in C. Begley and J. Liston, *The Justification for Child Development Programs in Texas: An Analysis of Benefits and Costs*, Austin, Texas: TDCA/ECDD, 1975.

Table 8

Day Care Project Expenditures

PROJECT	NUMBER OF CHILDREN SERVED	TOTAL EXP. FOR TYPICAL QUARTER SEP. - NOV. '74	TOTAL EXP. PER CHILD FOR 1 QTR.	TOTAL EXP. PER CHILD FOR 1 DAY	TOTAL EXP. PER CHILD FOR 1 YEAR	PERCENT INDIRECT*	PERCENT DIRECT**
Coastal Bend Migrant Council Day Care	42	$ 41,973	$ 596	$ 9.93	$2,384	40%	74%
Colonias Del Valle ECD Program	60	29,751	496	8.26	1,984	11%	89%
Corpus Christi ECD Center	60	43,524	726	12.09	2,904	42%	58%
El Paso YWCA Comm. Day Care Project	425	212,992	501	8.34	2,004	25%	75%
Falls County Parent-Child Centers	118	41,973	355	5.91	1,420	26%	74%
Houston County ECD Program	60	34,402	573	9.55	2,292	38%	62%
Lamar County ECD Program	170	39,360	232	3.86	928	12%	88%
Project IMAGINE Nacogdoches	20	23,176	1,159	19.31	4,636***	25%	75%
Panhandle ECD Program	360	117,782	327	5.44	1,308	31%	69%
Polk County ECD Program	45	47,742	1,061	17.68	4,244****	21%	79%
San Patricio County ECD Program	67	23,413	350	5.83	1,400	45%	55%
TOTAL PROJECTS	1,427	$639,120	$ 447	$ 7.45	$1,788	29%	71%

*Percent of total expenditures for planning, training, reporting, and coordination services.

**Percent of total expenditures for child care, health care, and parent education services.

***Reflects the high cost of infant care.

****Possibly an overestimate due to an accounting difficulty with breaking out day care dollars in POLK COUNTY.

Table 9

EXPENDITURES BY FUNDING SOURCE

(September - November, 1974)

DEMONSTRATION PROJECT	TOTAL EXP.	TDCA/ECDD EXPENDITURE (STATE)		FEDERAL GOVERNMENT EXPENDITURES*		NON-GOVERNMENT EXPENDITURES**		BENEFITS/COSTS***
	(1)	(2)		(3)		(4)		(5)
Falls County Parent-Child Centers	$ 41,973	$ 11,125	27%	$ 22,214	53%	$ 8,634	20%	$\frac{\$41,973}{\$11,125}$ = 3.77/1.00
Houston County ECD Program	34,402	13,326	39%	17,594	51%	3,482	10%	$\frac{34,402}{13,326}$ = 2.58/1.00
Lamar County ECD Program	39,360	28,148	72%	62	0	11,150	28%	$\frac{39,360}{28,148}$ = 1.40/1.00
Polk County ECD Program	47,742	20,242	42%	26,626	56%	874	2%	$\frac{47,742}{20,242}$ = 2.36/1.00
San Patricio County ECD Program	23,413	16,244	69%	7,169	31%	0	0	$\frac{23,412}{16,244}$ = 1.44/1.00
Panhandle ECD Program	117,782	14,103	12%	103,679	88%	0	0	$\frac{117,782}{14,103}$ = 8.35/1.00
Coastal Bend Migrant Council Day Care	25,005	7,399	30%	16,178	65%	1,428	5%	$\frac{25,105}{7,399}$ = 3.38/1.00
Colonias del Valle ECD Program	29,751	5,405	18%	17,221	58%	7,125	24%	$\frac{29,751}{5,405}$ = 5.50/1.00
Corpus Christi ECD Center	43,524	12,150	28%	28,350	65%	3,024	7%	$\frac{43,524}{12,150}$ = 3.58/1.00
El Paso YWCA Community Day Care Project	212,992	25,713	12%	157,662	74%	29,617	14%	$\frac{212,992}{25,713}$ = 8.28/1.00
Project IMAGINE	23,176	4,429	19%	16,814	73%	1,933	8%	$\frac{23,176}{4,429}$ = 5.23/1.00
TOTAL PROJECTS	$639,120	$207,200	32%	$381,848	60%	$50,072	8%	$\frac{\$639,120}{\$207,200}$ = 3.08/1.00

*Include Title IV-A Match, Title XIX Health, Manpower, and HUD Social Services Funds.

**Includes local, private donation of funds, facilities, equipment, and volunteer time.

***Benefits are defined here as total expenditures for child care (see column 1); costs are defined as TDCA/ECDD expenditures (see column 2).

number of total dollars spent in the projects for each dollar spent by TDCA/ECDD. Overall, $3.08 of non-TDCA/ECDD funds were expended for every dollar of TDCA/ECDD funds. In other words, state TDCA/ECDD dollars had a compounding effect on total resources devoted to day care.

Family Income Changes Associated With Dollars Spent

Presumably, the parents of children in day care have the opportunity to work more hours than parents who need to provide the care themselves. If this results in family income rising by an amount equal to or greater than the day care cost, the service can be justified in a pure benefit-cost sense.

A random sample of 20% of the parents in each project was taken in March 1975. The sample results showed that, on the average, the income of families whose children received day care rose $1,265 or 32% over the preceding nine-month period. Most of the families sampled had enrolled their children during the nine-month sample period. In Table 10, past and present family income figures gathered from each project are presented. Of a total 985 families, 200 were sampled, and for all projects but one, family income rose significantly during this period. On the basis of this sample, an estimated total family income rise was calculated and divided by total TDCA/ECDD expenditures, giving the income increase per child care dollar spent. Over all the day care projects, for every dollar of state TDCA/ECDD expenditure, family income rose $1.86. One cannot ascribe a direct relationship from these figures but the indications are apparent. It is significant that this substantial rise in income occurred during a period in which the economy was heading for a serious recession.

Employment Benefits Generated by the Demonstration Projects

Another indirect economic benefit of the demonstration projects is derived from the employment opportunities created within the projects. On the average, 71¢ of each dollar spent in the projects goes to pay the salaries of local child care workers. For the same nine-month period in which family income rose $1,160,675, local employment income provided by the projects was $1,380,765 (see Table 11, Column 2).

By adding family income rise to local employment income, an estimate is made of total income derived from the projects in a nine-month period. Using a generally accepted income multiplier of 7.5,[5] we estimated the total community impact on income resulting from the project activities.

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[5]The initial income increase will produce further income increase in the community as people spend their newly acquired income.

Table 10

Income Benefits to Families Who Received Child Care

	Average Annual Income in June 1974	Average Annual Income in March 1975	Average Income Change Over 9 Months*	Number of Families	Total Income Rise	TDCA/ECDD Day Care Expenditures	Benefit/ Cost Ratio**
Coastal Bend Migrant Council Day Care	$3,686	$5,297	$1,611	30	$ 48,330	$ 22,197	2.18
Colonias Del Valle ECD Program	2,103	2,895	756	50	37,800	16,215	2.33
Corpus Christi ECD Center	3,000	4,000	1,000	35	35,000	36,450	.96
El Paso YWCA Community Day Care Project	3,340	3,940	600	300	180,000	77,139	2.33
Falls County Parent-Child Centers	2,916	5,522	2,606	90	234,540	33,375	7.03
Houston County ECD Program	3,543	3,748	205	35	7,175	39,978	.18
Lamar County ECD Program	6,225	7,387	1,162	145	168,490	84,444	2.00
Nacogdoches Project IMAGINE	3,000	3,377	377	20	7,540	13,287	.57
Panhandle ECD Program	5,230	7,095	1,865	200	373,000	42,309	8.82
Polk County ECD Program	3,255	2,743	- 512	40	20,480	60,726	- .34
San Patricio County ECD Program	3,455	5,687	2,232	40	89,280	48,732	1.83
TOTAL PROJECTS	$3,904	$5,169	$1,265	985	$1,160,675	$621,600	1.86

*Mean income change for random sample of 200 families.

**Benefits = Average income change over nine months. Costs = TOTAL TDCA/ECDD day care expenditures.

Table 11

State Revenues Generated

	TOTAL FAMILY INCOME RISE	LOCAL EMPLOYMENT INCOME RISE	TOTAL INCOME RISE	TOTAL LOCAL MULTIPLIED INCOME RISE*	STATE SALES TAX REVENUES GENERATED**
Coastal Bend Migrant Council Day Care	$ 48,330	$ 59,214	$ 107,544	$ 806,580	$ 9,679
Colonias del Valle ECD Program	37,800	54,969	92,769	695,768	8,349
Corpus Christi ECD Center	35,000	94,284	129,284	969,630	11,636
El Paso YWCA Community Day Care Project	180,000	489,780	669,780	5,023,350	60,280
Falls County Parent-Child Centers	234,540	92,142	326,682	2,450,115	29,401
Fort Bend County ECD Program		24,654	24,654	184,905	2,219
Houston County ECD Program	7,175	68,043	75,218	564,135	6,770
Lamar County ECD Program	168,490	50,490	218,980	1,642,350	19,708
Nacogdoches Project Imagine	7,540	39,726	47,266	354,495	4,254
Navarro PEDIA		24,480	24,480	183,600	2,203
Panhandle	373,000	243,174	616,174	4,621,305	55,456
Polk County ECD Program	-20,480	85,137	64,657	484,928	5,819
San Patricio County ECD Program	89,280	30,894	120,174	901,305	10,816
Starr County ECD Program		23,778	23,778	178,335	2,140
TOTAL PROJECTS	$1,160,675	$1,380,765	$2,541,440	$19,060,801	$228,730

*Income multiplier = 7.5. Based on San Antonio study of 1971 economic impact of diphtheria epidemic, "Special Problems in Texas Concerning Diseases Preventable by Immunization," the Special Senate Committee on Disease Prevention by Immunization.

**Sales tax rate = 1.2%. Based on percent income deduction for sales tax, 1974 IRS tax tables.

The estimated sales tax revenues generated for the state by the increase in community income is substantial, as shown in the final column of Table 11. These dollars provided a fiscal return to the state equal to $228,730.

In addition, state dollars expended for AFDC (Aid to Families With Dependent Children) assistance decreased during the sample period as a result of the family income rise discussed above. An estimated 138 families[6] went off welfare; the resulting savings to the state was $40,774 in AFDC payments and $29,187 in Medicaid (see Table 12).

In Table 12, state fiscal benefits are compared to project expenditures. The sum of sales tax revenues, AFDC dollars saved, and Medicaid dollars saved add up to the total state fiscal benefits. Dividing fiscal benefits by fiscal costs (TDCA/ECDD expenditures) yields the return to the state on each dollar spent. Thus, state expenditures, which funded only 32% of the costs of all the services in the projects, yielded a 48% return to the state in fiscal savings and generated revenues.

The statistics presented in Tables 8 through 12 lead us to the conclusion that, indeed, day care spending provides an efficient use of state dollars. Besides the direct benefits to families, there are significant indirect benefits for the state. Combining non-state resources with state resources gives added impact to state dollars spent, and these expenditures provide future savings for the state in welfare dollars saved and sales tax revenues generated.

Benefits and Costs of Health Projects

The final area of analysis deals with the costs and benefits of health services provided by the projects. Three of the projects, in Fort Bend County, Starr County, and Navarro County, provide extensive health screening, referral and treatment services. The remaining projects, which are primarily day care, also have health care components. They all provide screening, referral, immunizations, and limited treatment services.[7] The screening includes vision, hearing, dental, medical, and, in some projects, psychological examinations.

The health expenditures per child for all the projects are presented in Table 13. The per-child cost of $27.33 for the months of September,

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[6]This figure represents 14% of total families, which was the percent of sampled families whose income rose beyond the maximum for assistance for each family size category.

[7]Although day care projects do not provide direct treatment, they pay for limited treatment for day care children who cannot obtain it otherwise.

Table 12

FISCAL BENEFITS AND COSTS
OF THE DEMONSTRATION PROGRAMS

	TOTAL STATE FISCAL BENEFITS	TOTAL STATE FISCAL COSTS	BENEFIT/COST RATIO
Sales Tax Revenues Generated	$228,730		
Welfare Dollars Saved	$40,774 AFDC* 29,187 Medicaid** $69,961		
Total TDCA/ECDD Project Costs		$621,600	
TOTAL	$298,691	$621,600	$\frac{\$298,691}{\$621,600} = .48$

*138 families X 109.34 (1974 Average Monthly Family AFDC Payment) = $15,089 X 9 months = $135,801 X .30 (1974 State Percent of AFDC Payment) = $40,774.

**138 families X 23.50 (1974 Average Monthly Family Medicaid State Payment) = $3,243 X 9 months = $29,187.

Table 13

Health Care Costs and Benefits of the Demonstration Programs*

HEALTH COSTS		HEALTH BENEFITS		BENEFIT/COST RATIO
Total Project Health Costs for Quarter	$38,810	PV of Income Loss Avoided for Various Infirmities**	$230.59	
Children Receiving Health Services for Quarter	1,420	PV of Treatment Costs Avoided for Various Infirmities***	$ 19.15	
Average Cost Per Child	$27.33	Total Benefits Per Child (Income Loss and Treatment Costs Avoided)	$249.74	$\frac{\$249.74}{\$\ 27.33} = \$9.13$

*Calculated on basis of a typical cost per quarter.

**The present value (PV) of the lifetime earnings of a child are estimated at $128,000. This was calculated using information from the Department of Health, Education, and Welfare (Maternal and Child Health Care Program, October 1966, Washington, D.C.). A social discount rate of 3% was used and adjusted for inflation and productivity change since 1966. Income loss avoided and treatment costs avoided were calculated using the estimates below for various infirmities (e.g., $128,000 X .20 X .0024 = 61.49, the total of income loss avoided for vision defects, etc.):

Health Problems	Percent Income Loss From Infirmities	Percent Probability of Infirmities	Income Loss Avoided
Vision defects	20%	.24%	61.49
Hearing defects	15%	.08%	15.37
Unmet dental needs	5%	1.30%	83.27
Congenital malformations	25%	.22%	70.46
Total			$230.59

***The present value of treatment costs was adjusted for inflation and totaled $19.15 (Maternal and Child Health Care Program - see above).

October, and November, 1974, represents a simple arithmetic mean and does not reflect the wide range of expenses on a case-by-case basis. Estimated health benefits per child are calculated on the basis of the present value of income loss and treatment costs avoided as a result of the preventive health services provided to the children in the three-month period. In Table 13, the present value of expected lifetime earnings is multiplied by the percent income loss resulting from various infirmities. This figure is then multiplied by the per-child probability of contracting the infirmity to arrive at the expected benefit per child. Summing the per-child benefits for all infirmities and dividing this total by health costs results in an $9.13 estimate of health benefits per dollar of health costs--that is, for each dollar spent on health care, $9.13 in benefits is derived. This calculation is made on the assumption that the preventive measures provided to the children in the sample period are 100% effective. This is an overstatement, but does not overshadow the fact that the benefits to health care provided by the projects greatly exceed the costs.

Summary of Performance Outcomes

The performance outcomes described in this section objectively show that the ECD projects were effective and efficient in providing a large number of children and parents quality child care and health care services during the first two years of program implementation. Specifically, the following results from program activation lead us to conclude that the demonstration projects are a model example of what local communities can do to effectively plan and implement needed ECD services at the "grass roots" level, with appropriate technical assistance.

Service

During the first year of implementation, the 14 projects combined met their initial service goals 177% by providing direct child care and health care services to 2,981 children. They also served 1,432 parents. During the second year their services to young children expanded another 66% over the first year of operation, with service provided to 4,942 young children in 36 child and health care centers and 27 family day homes. A total of 7,223 parents and prospective parents were also provided a variety of services during this year. Thus, by the second year of project implementation, the projected service goal of 1,661 was met and exceeded by more than 10,000 individuals.

Quality

An interagency team of child development experts rated the quality of services provided by the demonstration projects to be somewhat above average in all functional areas.

Efficiency

The projects demonstrated a 9% increase in efficiency of providing services to children between the first and second year of operation. In 1974, all the projects served 2,981 children on a combined operating budget of

$1,214,913. In 1975, the projects served 4,942 children on a combined budget of $1,831,952. Efficiency is here defined as the ratio of effort (dollars spent) to output (children served) in one year.

Financial Independence

The projects have demonstrated significant progress in establishing their financial independence from TDCA/ECDD during the first two years of operation--a requirement necessary for project survival after TDCA/ECDD planning and activation "seed money" terminates on August 31, 1976. While the combined operating budgets of all projects increased 50% from FY 1974 to FY 1975, TDCA/ECDD's funding increased only 22% over the two-year period. In FY 1974, the projects (excluding El Paso) depended upon TDCA/ECDD for 41% of their operating budget, and in FY 1975 project financial dependence upon TDCA/ECDD decreased to 34% with the remaining 66% obtained from other sources.

Economic Benefits

a. A benefit-cost analysis of the demonstration projects during the first quarter in FY 1975 indicated that for every state (TDCA/ECDD) dollar invested in the projects, an additional $3.08 was generated from other sources (i.e. federal and local).

b. Greater economic benefits were also obtained by Texas families who brought their children to the project day care centers while the parents worked. Over all the day care projects, the ratio of family income increase to state expenditures for child care was 1.86 to 1; that is, for each dollar of state money expended by the projects, the income of a random sample of day care families served by the projects was found to increase $1.86.

c. The demonstration projects generated significant tax revenues and saved state AFDC and Medicaid expenditures as a result of the employment opportunities provided by the existence of the projects. It was estimated that the State of Texas either saved or generated a fiscal return of $0.48 for every dollar it invested in the projects solely on the basis of the employment opportunities provided by the projects to low-income citizens.

d. The long-term benefits of providing health care to children, ages 0-6, were estimated and compared with the total health cost per child in the demonstration projects. It was estimated that a potential $9.13 of health benefits (in terms of avoiding lifetime income loss and health treatment costs) is obtained for each dollar invested in the health care of demonstration project children.

The above statistics do not explain how or why these impressive results were achieved by the demonstration projects. The purpose of the next section is to provide some explanations on the methods and reasons for these outcomes.

The performance outcomes presented in this section also cannot describe the highly personalized services and empathy that the evaluators found to exist between staff of the demonstration projects and individual children and parents whom they serve on a daily basis. A survey is presently being conducted to determine qualitatively what parents, locally elected officials, ECD professionals, and project staffs perceive to be the impact of the ECD programs on children in the local communities which they serve. Although the overall results of this survey are still being analyzed and will be presented in a separate report, a few representative reactions of parents can give the readers some idea of what parents feel the ECD demonstration projects have done for their children. Below are sample responses from parents to the question: "Can you think of any way your child has changed because of the Early Childhood Development Program?"

Houston County

My children have learned to be more tolerant and understanding of others than I could have ever taught them to be at home.

Coastal Bend Migrant Council

I think they have learned simple things like obeying and better manners. Also, I do think that teaching them their numbers and letters will be a help for them in school.

Starr County

Our boy seems to be happier and more relaxed. He had a better school year and he mixes better with his friends. He can speak clearer and that is a <u>big</u> accomplishment for him.

The Panhandle

When my child is happy and well cared for, it makes my work day easier.

My oldest is more sharing and less domineering than before. My youngest has learned to defend himself.

I think the center and its staff love, care, and understand children well and will take good care of them.

Colonias Del Valle

She can write her name and has learned how to share with other children.

El Paso

My children have learned to play and share with others. They are more open and alert. My son's speech problems are over and we are able to understand him more clearly, and my daughter has licked her fear of others.

San Patricio County

My daughter's speech has improved and I think it is because she hears the other children. She enjoys the company of the other children and also eats better than she did at home.

Nacogdoches

Because of the Center, my child now plays much better with other children his own age. I feel he has a head start on beginning school.

Falls County

My child has benefited educationally. She has learned to get along with other children and has a more mature attitude for her age.

Polk County

My son has become more independent and relates to others and his surroundings better. He also speaks out more about how he feels.

Lamar County

She is outgoing and always singing songs. She enjoys going places and doing things with us. Every day she comes home telling us what happened at "school" and whenever she sees someone from her center, her eyes light up.

Fort Bend County

Our son's motor skills have improved. He speaks more and has enjoyed the companionship of other children. This has been a good year for him.

Navarro

For one, the program has helped him to see; two, he is healthier. For all this, I am very grateful. Thank you!

Section 4:

Program Planning and Implementation Process

How and why did the demonstration projects achieve the impressive outcomes described in the previous section during the first two years of program implementation? What process findings and learning experiences resulted in planning and activating the demonstration projects? Answers to these questions are important because they can provide practical guidelines to state and local organizers for planning and implementing early childhood development programs at the local level. For this reason, a major portion of the evaluation study was devoted to measuring the administrative activities and organizational arrangements of the projects over time to find answers to these questions. Specifically, the evaluation study measured the following factors as they related to program implementation outcomes:

1. Planning processes followed by the projects from March to August 1973

2. Barriers or obstacles encountered by the projects as they activated their program plans

3. The organization design of the projects as they evolved and grew during the first few years of implementation

4. The efforts of the projects to develop and manage interagency coordination over the demonstration period

5. The administrative guidelines and support activities provided to the projects by TDCA/ECDD at the state level.

This section reports the findings obtained to date from the evaluation study on the extent to which each of these factors was related to selected indicators of program implementation outcomes. Three major outcome indicators are selected and discussed throughout this section: (1) service efficiency; (2) perceived effectiveness of the project by other agencies; and (3) perceived effectiveness of the project by the project director. These three indicators were measured as follows:

1. Project Service Efficiency was measured on a quarterly basis in the standardized MIS performance reports that were submitted by the projects to TDCA/ECDD (see Appendix 3).

The MIS performance report measures the dollars spent (effort) and number of standardized units of service delivered (output) by the ECD projects in five functional areas: child care, health care, parental education, public information and education (PI&E), and indirect services (i.e., administration and interagency coordination). ECD service efficiency in this report is the ratio of output to effort in all five of the functional areas for a specified time period.

2. Perceived Effectiveness of the Project by Other Agencies was measured in a survey questionnaire completed during the summer of 1974 and again in spring 1975, by representatives from local community organizations whom the project director reported as being involved in some way with the ECD project. This included such agencies as the Department of Public Welfare, the Department of Public Health, the local school district, TDCA/ECDD, and others. In the questionnaire, respondents for each agency answered the question, "Overall, to what extent is this agency (the local ECD project) effective in providing its specific services to children in your community?" The question was answered on a five-point scale from 1 ("To no extent") to 5 ("To a great extent effective in providing services).

   On the average, survey responses were obtained from seven to eleven agencies for each ECD project. Perceived effectiveness by other agencies, then, is the average response of these agencies to the above question for each ECD demonstration project.

3. Perceived Effectiveness of the Project by the Project Director was measured in a questionnaire completed in April 1974, December 1974, and April 1975, by the project director. During each period it was computed as the average response by the director to the following question: "How well do you feel your ECD project is presently accomplishing each of the following activities:

   a. staying within the initial timetable in activating the project?
   b. remaining within the budget in activating the project?
   c. improving the quality of ECD services in your community?
   d. increasing accessibility of ECD services in your community?
   e. increasing coordination among ECD service-providing agencies in your community?
   f. responding to priority ECD needs in your community?
   g. obtaining acceptance by other ECD service agencies for your project?

h. obtaining public visibility for your ECD project through mass media?"

All answers were scored on a scale from 1 (poor) to 5 (excellent).

Relationship Between Planning Process and Program Outcomes

As Section II described, nine demonstration projects were approached by TDCA/ECDD with a contract that stipulated they follow an orderly process (the Program Planning Model) in planning new ECD programs for their local communities. The evaluation study carefully monitored the activities of these nine projects during each phase of planning from March to August 1973, with particular emphasis on:

1. the participation of citizens, experts, and local agency representatives in planning the ECD programs
2. the methods used to conduct community ECD needs assessments and participation in planning
3. the amounts of time and efforts spent by the project planners
4. the amount and kinds of technical assistance provided to the project planners
5. the extent to which the project planners deviated from the TDCA/ECDD planning contract.

Data collected during each planning phase on each of these activities in FY 1973 were subsequently related to performance outcomes of the projects during their first year of program implementation (FY 1974). Table 14 shows the correlation between the key process activities during each phase of planning and two indicators of performance for the nine projects that followed a structured process to plan their ECD programs. Correlations on only nine observations are, of course, highly unstable. However, the positive and negative directions of the relationships provide support for the argument that the process followed in planning a new early childhood development program does relate to how successful the program is during its first year of operation.[8]

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[8] A more detailed description of the statistical analysis and findings are available in A. Van de Ven, B. Esterline, R. Koenig, and J. Liston, *Performance Results from Planning in OECD Demonstration Projects*, Austin: Texas Department of Community Affairs, Office of Early Childhood Development, 1975.

Table 14

CORRELATIONS BETWEEN PLANNING PROCESS VARIABLES AND PERFORMANCE

First Year of Project Implementation

PLANNING PROCESS VARIABLES DURING FY 1973	PERFORMANCE IN FY 1974: Perceived Project Effectiveness by Agencies (Summer, 1974)	PERFORMANCE IN FY 1974: Service/Efficiency (4 Quarters MIS in FY 1974)
A. Participativeness (Number of citizens, experts, involved in each phase)		
1. In Phase I - Problem Exploration (Needs Assessment)	.16	-.08
2. In Phase II - Knowledge Exploration	.03	.33
3. In Phase III - Program Design	.42*	.88**
B. Planning Team Effort (Hours spent working)		
1. In Phase I - Problem Exploration	-.21	-.44*
2. In Phase II - Knowledge Exploration	.55*	.34
3. In Phase III - Program Design	.27	.01
C. Technical Assistance (Days consultation to project)		
1. In Phase I - Problem Exploration	.13	.32
2. In Phase II - Knowledge Exploration	.31	.37
3. In Phase III - Program Design	.23	.03
D. Deviations from Work Plan (Perceived by Program Specialist and Project Director)		
1. In Phase I - Problem Exploration	-.02	-.37
2. In Phase II - Knowledge Exploration	-.22	.02
3. In Phase III - Program Design	-.21	-.33

NOTES: A correlation coefficient (r) shows the degree of association between two variables. The r can range from +1 to -1. If two variables are perfectly positively related, r = +1.00; if perfectly negatively related, r = -1.00; and if completely unrelated, r = .00.

Two-tailed t-tests for significance

*Significant beyond $p < .05$
**Significant beyond $p < .01$

Participation and Performance

On the average, each demonstration project involved 551 parents and interested citizens in conducting its local community needs assessments during Phase I, Problem Exploration; 26 experts to identify alternative solution strategies during Phase II, Knowledge Exploration; and representatives from 12 other local ECD-related agencies to design their specific program plans during Phase III, Program Design. In total, 4,955 parents and interested citizens, 232 experts in the ECD field, and 94 professionals from other agencies were involved during the first three phases of planning in all nine of the demonstration projects. What were the effects of this participation in planning on the performance of the projects during their first year of operation?

It was found that the greater the number of citizens and ECD professionals who were involved in the first three phases of planning the ECD projects:

1. the higher the efficiency in providing ECD services during the first year of project activation, and

2. the greater the effectiveness of the ECD Project as perceived by other local agencies.

Thus, important positive effects on implementation outcomes are obtained from involving local citizens and experts in early planning phases. (See Table 14, page 46.) These findings support those of other social service studies, which have reported that the success of a program appears to be directly related to client input in planning and implementing a program.[9]

However, the experience of the project planners suggests that too much participation during problem exploration can lead to complex and unmanageable planning. The large number of participants involved in identifying ECD needs increased the number, diversity and complexity of the problems that were identified during problem exploration. By the same token, it also increased the complexity of designing a program, and in some instances, planners were faced with too much information ("information overload"). Additionally, the identification of ECD needs by a large number of participants raised the level of awareness of the community as well as expectations that these needs would be

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[9] For example, see J.C. Stewart and L.L. Crafton, *Delivery of Health Care Services to the Poor*, Austin, Texas: Center for Social Research, University of Texas at Austin; and The American Public Health Association and The Society for Public Health Education, "Making Health Education Work," *American Journal of Public Health*, Supplement, October 1975, 65, pp. 1-49.

met, causing some concern to planners who were aware of resource limitations. This learning experience suggests that the scope of citizen participation in ECD needs assessment should be proportional to the amount of resources and time available for program planning and implementation.

Project planners conducted their needs assessment surveys by a number of alternate methods. When these methods were compared for their effectiveness in obtaining participation, planners generally felt that personal interviews and group meetings were significantly more effective than impersonal questionnaires. During the clarification of solutions to problems and possible programs to meet identified needs, the Delphi questionnaires, used by several planners, were cited as an effective method for narrowing down possible programmatic choices. However, most planners did not conduct their surveys with only one data collection method. Instead, they used a number of alternative methods in a logical sequence that permitted a gradual clarification of the ECD problem.

Planning Team Effort and Performance

On the average, each project planner worked 751 hours on all three planning phases: 385 hours on Phase I, 186 hours on Phase II, and 180 hours on Phase III. Different patterns emerged when the hours worked were examined for their effects on performance outcomes. As planning efforts during Phase I (Problem Exploration) increased, the efficiency of services during the first year of activation decreased, as did the perceived effectiveness of the ECD projects by other agency representatives. However, there was a positive relationship between the number of hours worked during Phase II (Knowledge Exploration) and Phase III (Program Design) and actual operating efficiency and perceived project effectiveness by other agencies during the first year of program implementation. (See Table 14, page 46.)

Through interviews with the project planners it was found that many planners over-exerted themselves in conducting their Phase I ECD needs assessments--their energies had been dissipated by the time only one-fifth of the planning cycle was completed. Furthermore, too much energy exerted in uncovering the depth and breadth of ECD needs in a community without the resources or time to adequately evaluate and respond to those needs opened a "Pandora's Box" for the planners--a "box" laden with information overload, unfulfilled expectations, and psychological and physical fatigue.

These findings suggest the importance of a balanced pacing of effort throughout all phases of planning. This can be accomplished by structuring deadlines for completing each phase of planning. The project planners who exerted less effort in Phase I, but more effort in Phases II and III not only perceived higher performance in later phases of planning, but were also actually more successful in activating their projects. (See Table 14, page 46.)

Technical Assistance and Performance

The average days of technical assistance received by each demonstration project were eight (Phase I), four (Phase II), and three (Phase III) days. Technical assistance took the form of on-site consultation from TDCA/ECDD Program Specialists and Project Advisors, and training workshops in Austin. The effects of providing technical assistance to the ECD projects in a given phase of planning were not immediately reflected in an increase in perceived performance; however, they were reflected in increased performance in later phases. The technical assistance provided to the demonstration projects during the first three phases of planning was related to greater effectiveness and efficiency during project activation. This indicates that planners did, in fact, profit from the expertise of technical assistance in activating their programs, although immediate benefits were not realized. (See Table 14, page 46.)

When comparing the alternative forms of technical assistance provided to projects during planning, planners felt that Program Specialists and workshops were significantly more helpful than Project Advisors, and that the first two were equally helpful. This finding can be better understood when the needs of project planners during the planning period are examined more closely. Planners needed guidance on ways to proceed with their needs assessment efforts. TDCA/ECDD supplied process guidelines through workshops describing the Program Planning Model, outlining needs assessment methodology, and recommending survey and evaluation techniques, all of which were crucial to planners in developing their program designs. Program Specialists helped planners to interpret TDCA/ECDD policy guidelines, state licensing requirements, other funding agency requirements, and TDCA/ECDD reporting criteria. Project Advisors, on the other hand, were generally ECD experts whose expertise became more in demand in later planning of program content and during program implementation.

Deviations from Work Plans and Performance

One of the requirements called for by TDCA/ECDD prior to needs assessment was the submission of a work plan, or Planning Proposal, by project planners. This proposal outlined the tasks to be undertaken in the subsequent planning phases utilizing the Program Planning Model. In examining the effect on later performance of projects that deviated from their original work plans, it was found that performance within each subsequent phase and in all later phases of planning decreased significantly, project effectiveness as perceived by other agencies decreased, efficiency in providing ECD services in the first year of activation decreased, and problems encountered in activating programs increased. Overall, it appears that deviations from work plans at any step along the planning cycle result in decreases in perceived performance and ultimately in actual decreases in the success of activating the ECD project. (See Table 14, page 46.)

Furthermore, the experiences of the demonstration projects suggest that it was particularly difficult to make corrective adjustments once the planning cycle was set in motion. Time deadlines and work loads

did not permit planners to backtrack to complete unperformed tasks as called for in the planning proposal.

Project Planner and Program Implementer

The above findings suggest there is a close connection between how a program is planned and how successful it is during its first year of implementation. Another aspect of this connection is commonly known as the relationship between the "planner" and the "doer." Current literature on this subject suggests that the more closely merged are the planners and the doers, the more likely it is that a program will be implemented successfully.

In five of the 14 ECD demonstration projects, project planners ultimately became ECD Project Directors. This included Falls, Fort Bend, Lamar, Navarro, and El Paso.[10] In the others, planning was done by a sub-contract with another organization, a group of planners, or by an individual planner who did not become director of the designed program. Table 15 shows a comparison of service efficiency in FY 1974 of projects whose planners did and did not become the project implementation directors. The efficiency scores presented were normalized or standardized so that each function performed by a project is equally weighted. The table shows that the projects whose planners did become the implementation directors were, on the average, more efficient in their first year of operation than those projects whose planners did not become the implementers. Furthermore, it was found that projects in which planners ultimately became the implementers were more quickly implemented. Two reasons for these findings may be: (1) program continuity was maintained by having planners become the implementers, and (2) time was not spent searching for qualified people and orienting them to the nature of the program.

Relationship Between Activation Barriers and Implementation Outcomes

In activating their planned programs, all county and special ECD demonstration projects, to some extent, faced common problems in meeting their goals and objectives.[11] Table 16 shows the responses of

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[10] Efficiency ratings for the El Paso project were not calculated due to the lack of adequate data.

[11] A more detailed discussion of the degree and specific kinds of activation barriers encountered by the projects during the first two years of operation is available in R. Koenig, A. Van de Ven, and J. Liston, *Analysis of Activation Barriers and Performance of ECD Projects*, Austin: Texas Department of Community Affairs, Early Childhood Development Division, July 1975.

Table 15

COMPARISON ON SERVICE EFFICIENCY OF PROJECTS WHOSE PLANNERS DID AND DID NOT BECOME PROJECT IMPLEMENTATION DIRECTORS

Fiscal Year 1974

PROJECTS WHOSE PLANNERS DID NOT BECOME IMPLEMENTATION DIRECTORS		PROJECTS WHOSE PLANNERS DID BECOME IMPLEMENTATION DIRECTORS	
Project	Service Efficiency Normalized Across Functions (Z-scores)*	Project	Service Efficiency Normalized Across Functions (Z-scores)
Colonias Del Valle	- .04	Falls	1.18
Houston	- .13	Fort Bend	- .57
Nacogdoches	- .39	Lamar	.47
Panhandle	.89	Navarro	- .42
Polk	- .05		
San Patricio	- .29		
Starr	- .94		
AVERAGE Z-SCORE EFFICIENCY	+ .08		+ .17

*Z-score: A method of standardizing a group of scores for purposes of comparison. (A Z-score indicates the number of standard deviations above or below the mean for a given raw score.)

Table 16

Average Responses of Project Directors to Questions on Activation Barriers

In April 1974, December 1974, and July 1975

"Activating a new Early Childhood Project normally entails having to deal with special kinds of 'gear up and debugging' problems. We would like to know what kinds of difficulties you encountered during the past six months so that we can predict and plan for Activation problems in future Early Childhood Projects."*

In your efforts to activate the EC Project during the past six months, to what extent and in what instances have you encountered the following difficulties:	Average Responses of Project Directors**		
	April 1974	December 1974	July 1975
A. Staff recruitment problems - finding individuals who are properly qualified for the job? Describe instances.	3.0	2.9	2.2
B. Lack of clarity about certain goals or plans of the EC Project? Describe.	2.5	1.7	2.0
C. Lack of understanding about how to implement certain goals or plans of the EC Project? Describe instances.	2.4	1.9	1.8
D. Lack of resources or materials necessary for implementing the EC Project? Describe.	2.6	2.2	2.1
E. Staff resistance or lack of motivation to implement the EC Project? Describe instances.	1.8	1.6	1.5
F. Resistance or lack of support from other agencies or community people for the EC Project? Describe instances.	2.6	2.1	1.7
Overall Average Degree of Activation Barriers	2.6	2.1	1.8

*From questionnaire.

**The answer scale used for all questions regarding amounts of difficulty over time is:
1 = None 2 = Little 3 = Some 4 = Much 5 = Great

project directors on the barriers frequently encountered in implementing new programs. The data were gathered from questionnaires administered in April 1974, December 1974, and July 1975. A comparison of the responses over the three time periods shows that the project directors' perceived difficulty in implementing their programs decreased considerably between September 1973, and July 1975. Before examining how these decreases in activation barriers are related to performance, it is important to clarify the qualitatively different types of problems encountered by the project directors over time.

Staff recruitment was the most frequently mentioned difficulty encountered by projects, with at least 70% of the project directors (14 directors were sampled) reporting moderate to high amounts of difficulty in April and December 1974, and somewhat less by July 1975. A shortage of available personnel trained in early childhood development was most frequently cited in the survey. However, some qualitative differences were noted in the kinds of recruitment problems experienced by project directors over time. Prior to April 1974, difficulties were encountered in finding staff who resided within a feasible commuting distance. However, in December 1974 and March 1975, the difficulties were related to job-entry training and the time needed to train new staff and to screen for potentially qualified personnel. This suggests that project directors turned to in-service training of available personnel, after experiencing difficulties in finding ECD-trained professionals in their immediate proximity.

The second most frequent implementation problem cited by project directors was the lack of involvement and support from other agencies and the community for the early childhood development program. Although considerable support for the projects was available within local communities, involvement and support varied by projects and by agencies or individuals within projects. In April 1974, the project directors felt this was due to skepticism and/or the lack of information regarding the projects' goals and objectives. In the second and third periods there was both a decline in resistance to the program and, where resistance was still noted, there was a clear shift from initial skepticism and disagreement about the program to problems of maintaining promises and commitments to the ECD project due to competing obligations. By July 1975, eight projects reported no difficulties, and the few which did indicated that the lack of support was associated with basic philosophical issues quite independent of the projects' nature (e.g., dislike of all publicly funded projects).

The third problem encountered by project directors was the lack of resources (outside of the funds provided by TDCA/ECDD). Three projects mentioned considerable difficulty in locating physical sites for their programs or getting the needed improvements completed for available sites. This was true in cases where local communities resisted leasing available sites to public service programs or where sites convenient to clients were not readily available. Other resource problems included money shortages for equipment, supplies, and transportation services, and insufficient funds for purchasing technical services such as data analysis and consultation.

There was some evidence of a decrease in the extent to which project directors reported problems in obtaining resources over the three survey periods, particularly in locating physical sites. However, although there was an increase in the number of projects reporting no resource problems in the second survey, problems directly associated with money shortages continued to be a concern for at least four of the project sites. Project directors who mentioned problems in July 1975, indicated that they stemmed from a simple lack of resources available locally in their poor counties, and that some resources and materials necessary for implementing the projects were not available for purchase.

Lack of clear project goals, particularly in the areas of coordination with other agencies (i.e. regarding selected program components and operational procedures), and misunderstanding about staff roles were a fourth barrier to implementation. Data analysis for this barrier indicated a significant reduction in the frequency and intensity of goal ambiguity between April and December 1974. For the first survey, problems were noted in three major areas: external coordination, staff roles and specific program components. In the second period, only the latter two categories were mentioned. Moreover, half of the project directors reported no goal ambiguity problems in December 1974, as compared to one-sixth reporting it in April 1974. In March 1975, there was increased misunderstanding of staff roles over the previous periods. The open-ended responses of four project directors suggested this problem developed as a result of personnel turnover and confusion resulting from misplaced reports and documents which were developed at an earlier time. In effect, a new set of problems developed as a consequence of not establishing and updating control and information systems within four projects.

Related to the above barrier was a lack of knowledge about specific steps to take in implementing goals or program plans. This included a lack of clarity in ways to gain the assistance of specific agencies and organizations to obtain help for staff training, time management procedures, and fiscal procedures, and the need for program goals and components to be consistent with contracting requirements and project priorities. Analysis of data during the three periods indicates a decline over time in the number of projects reporting this type of implementation problem, and a corresponding increase in the number of projects experiencing no difficulty in this area.

Project directors perceived little or no staff resistance to implementing their programs over time. Where this problem did exist, it was due to misunderstanding of the program and lack of training rather than staff opposition or apathy.

In summary, there was a considerable decrease in the extent to which the project directors experienced difficulties in implementing their projects between August 1973, and July 1975. These decreases in barriers

to implementing new programs commonly reported in other studies[12] are important to monitor because they were found to be significantly correlated with project performance. The correlations presented in Table 17 show that by December 1974, a decrease in activation barriers was related, although not significantly, to an increase in the actual efficiency of services provided by the projects during the first year of program implementation (as measured through the quarterly MIS performance reports). Decreases in activation barriers were also found to be significantly related to increased effectiveness of the projects as perceived by the project directors and by representatives of other agencies in the local communities.

These findings are particularly important to communities and funding agencies planning to implement similar human resource programs. The findings indicate the type of problems which are likely to be encountered in activating new programs, and how these problems can change over time. Moreover, they relate to performance outcomes in implementing new programs. It is therefore important that these activation barriers be closely monitored and dealt with as new programs grow to maturity.

The implementation barriers can be interpreted as a perceptual measure of awareness by project directors of problems to be overcome in implementing their ECD programs. To the extent that project directors are aware of these barriers, they are likely to spend time and efforts to decrease them. What is important to recognize, however, is that implementation barriers not only vary in degree but also take on a qualitatively different character as the program evolves. Other factors which may have influenced these changes in the ECD projects include the amount and type of technical assistance provided to the projects experiencing problems, the quality and quantity of interagency coordination, and internal project organization. These factors will be discussed below.

Relationship Between Project Organization and Performance

Another area related to the positive outcomes achieved by the demonstration projects during their first two years of implementation (see Section III) was the internal organization design of the demonstration projects. A set of questions regarding the organizational structure and process of the projects was included in the questionnaires completed by the project directors in April 1974, December 1974, and July 1975. Table 18 presents the average organizational profile of the 14 projects in each of the three time periods. Although data analysis across the time periods is still in process, a preliminary indication of how these organizational factors correlate with performance for the first half of FY 1975 is presented in Table 19.

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[12] N. Gross, J. Giaquinta, and M. Bernstein, *Implementing Organizational Innovations*, New York: Basic Books, 1971.

Table 17

CORRELATIONS BETWEEN DEGREE OF ACTIVATION BARRIERS AND SELECTED MEASURES OF PROJECT IMPLEMENTATION PERFORMANCE

ACTIVATION BARRIERS	Director's Perception of Project Effectiveness December 1974	Project Service Efficiency Sept. - Dec. 1974	Other Agencies' Perception of Project Effectiveness Winter 1974
Average Degree of Activation Barriers	-.54*	-.15	-.65*
1. Staff recruitment problems	-.05	.13	-.19
2. Lack of clear project goals	-.33	-.17	-.27
3. Lack of knowledge in how to implement goals	-.15	--	-.36
4. Lack of resources	-.50*	-.19	-.52*
5. Unmotivated or resistant staff	-.54*	.00	-.48*
6. Lack of support from community agencies	.04	-.41*	.07

*Statistically significant correlation at .05 level

Table 18

Organizational Growth and Evolution of Demonstration Projects

First Two Years of Program Implementation

ORGANIZATIONAL DESIGN OF PROJECTS	AVERAGES* OF 14 PROJECTS OVER TIME		
	April 1974	December 1974	July 1975
1. Project Size (# staff personnel)	9.8	23.3	23.3
2. Structural Complexity			
A. # Different ECD centers and service sites	2.2	2.6	2.6
B. # Supervisory levels	2.0	2.1	2.2
C. Supervisory/staff ratio	.41	.35	.34
3. Formalization of Procedures			
A. Extent work procedures established	3.6	3.9	4.0
B. Reliance on standardized procedures	4.0	3.9	3.9
4. Project Staff Characteristics			
A. Average level of education	3.2	2.7	2.6
B. Average years experience in ECD work	3.9	3.5	4.3
5. Participation in Decision Making			
A. By project staff	2.3	2.5	2.6
B. By project policy board	2.8	2.5	2.2
6. Client Flows Into & Out of Project			
A. % Clients obtained "off the street"	28.7%	38.5%	44.5%
B. % Clients obtained from other agencies	36.6%	24.9%	31.4%
C. % Clients ECD services terminate within project	58.7%	45.2%	39.7%
D. % Clients referred to other agencies	14.6%	41.9%	47.6%
7. Project Director's Time Spent on External Affairs	25.1%	23.9%	30.9%

*Except for questions on percent, number, and education (see text) the answer scale used was:

1 = To no extent
2 = To little extent
3 = To some extent
4 = To much extent
5 = To great extent

Table 19

CORRELATIONS BETWEEN ORGANIZATION DESIGN AND IMPLEMENTATION PERFORMANCE OF 14 DEMONSTRATION PROJECTS

The First Half of 1975

ORGANIZATIONAL DESIGN OF PROJECTS	Correlations With Project Service Efficiency First Half, FY 1975
1. Project Size (# staff personnel)	.43*
2. Structural Complexity	
A. # Different ECD centers & service sites	.27
B. # Supervisory levels in project organization	.12
C. Supervisory/staff ratio	-.49*
3. Formalization of Procedures	
A. Extent work procedures established	.41*
B. Reliance on standardized procedures	.05
4. Project Staff Characteristics	
A. Average level of Education	.24
B. Average years experience in ECD work	.32
5. Participation in Decision Making	
A. By project staff	.27
B. By project policy board	.21
6. Client Flows Into & Out of Project	
A. % Clients obtained "off the street"	.35*
B. % Clients obtained from other agencies	-.20
C. % Client ECD services terminate in project	-.44*
D. % Clients referred to other agencies	.36*
7. Project Director's Time Spent on External Affairs	.47*

*Statistically significant correlation beyond .05 level

Overall, Table 18 shows that the size and structure of the projects have grown significantly from April 1974, to July 1975; Table 19 indicates that these factors, as measured in December 1974, are positively related to performance efficiency. On the average, the number of project staff increased from 10 people in April 1974, to 23 people in July 1975. Corresponding to this growth in size were increases in the number of ECD centers or service sites. The positive correlation between these factors and performance efficiency can be explained by the increased efficiencies which emerge with larger size through standardization, specialization, and economies of scale.

Tables 18 and 19 provide some support for this explanation. The number of supervisory levels did not increase nearly as much as project size, and the supervisory/staff ratio therefore decreased. This translates into lower administrative overhead and more efficient management. One way to manage the projects more efficiently is to establish work policies and procedures, which permits management by exception. Table 18 shows that projects increasingly established standardized operating procedures, and Table 19 indicates that this is positively related to efficiency.

Another way to manage the projects more efficiently is to delegate the work to staff who have sufficient expertise to properly perform and make decisions about their added work responsibilities. Table 19 shows that the level of education and the amount of participation by project staff in decision making are positively related to performance efficiency. However, Table 18 indicates that while there was an increase over the years in the amount of staff participation in decision making, the average level of education of project staff decreased from that of one to three years in college in April 1974, to staff with high school diplomas in July 1975.

The recruitment of qualified staff was the most significant barrier the projects experienced in activating their projects in the first two years. The substitute for finding staff with required levels of formal education, of course, is to provide more intersive training when staff is hired and to continue on-the-job training. As discussed above, this option of increased training has been the prevalent solution by the projects to the staff recruitment problem. Indeed, the El Paso YWCA project recently dedicated the Myrna Clarence Deckert Center as a training center for all new staff. Recruits are educated through an intensive eight-week program of classroom presentations and exercises, combined with on-the-job training and application of child development principles.

The role of the ECD projects' policy boards is also one which deserves careful study for its possible relationship to project performance. Table 19 shows that there is a positive, but not significant, relationship between policy boards' participation in project decisions, as perceived by project directors, and actual project efficiency. However, there is a decreasing trend in the involvement of policy boards in project decision making during the first two years of operation. One likely explanation is that many of the policy-level decisions required to implement the projects were made during the first year by the boards, and fewer decisions

were necessary during the second year. However, as the projects approach the end of TDCA/ECDD's funding and begin to search for additional funds, policy boards again appear to be taking on a more active role.

It was noted earlier that the Steering Committee and its membership were critically important to the planning phase. An ECD project implementation requirement was to appoint a policy board. In most cases, the Steering Committee became the functioning policy board at project implementation, with the addition to the board of parents whose children were recipients of project services. (Interested parents served on the Steering Committee during the planning phase.) The varied experiences of the demonstration projects with their policy boards indicate that the boards can also be crucial in the continued success and effective functioning of the ECD program. In examining the different policy boards of ECD projects, one notes that where membership included persons of influence in the community who were committed to the program and its goals (i.e., physicians, attorneys, businessmen, etc.), community acceptance and project growth was greater than in others, even when the community was most reluctant initially to accept and sanction the new ECD program. However, in those cases where a turnover in board membership resulted in new members who were either less familiar with the project's goals or had particular reservations regarding the goals of the project as set by its director (i.e., lack of consensus), project directors were faced with resolving differences between themselves and their boards. Where differences could not be worked out, a turnover in directors occurred, causing temporary instability in the project and loss in project efficiency.

More study of the roles and functions of project policy boards is needed because relatively little concrete information is presently available to evaluate the policy boards and their relationships to project performance.

An interesting finding in the evaluation study is that the project's placement within a service delivery system was significantly correlated to its performance. Table 19 seems to indicate that it makes a great deal of difference where projects are structured in the local ECD delivery system in terms of client flows. Performance of projects was higher in cases where a greater percent of clients came directly "off the streets," and somewhat lower in cases where a greater percent of clients were received from other agencies. In addition, performance appeared to be higher where clients served by projects were referred to other agencies for further services, and lower where clients were not referred anywhere else in the system. Table 18 shows that client flows into and out of the projects increasingly followed this trend during the first two years of implementation. These findings suggest that another reason the projects were so successful may be their recruitment of clients directly from the community and their role as a "feeder" for the ECD service delivery system.

Finally, project efficiency was positively related to the amount of working time spent by the project director in external project affairs

and interagency coordination (i.e., public relations and contacts with other organizations). Table 19 shows that the percent of time spent by the director in external affairs is significantly related to project efficiency, and Table 18 indicates that there was a substantial increase in the percent of time project directors spent on external affairs between April 1974 (25%), and July 1975 (31%). The importance of the demonstration projects in coordinating their services with other organizations in the local ECD service delivery system will be discussed in the section that follows.

Relationship Between Interagency Coordination and Project Performance

How were the projects able to increase their budgets and services as dramatically as they did (see Section III) during the first two years of program implementation? The majority of the ECD county demonstration projects were able to establish coordinative arrangements with the Texas Department of Public Welfare and to utilize Title IV-A funds (now Title XX) available through that agency. Additional funding and resources such as space and manpower were generated through interagency agreements with other agencies and organizations, as well as through local volunteers and contributions. Coordination, then, was an important ingredient for this growth in size and efficiency. (Interagency coordination is defined here as the transaction of resources, including money, manpower, clients, and information.)

The need for coordination of services and resources by the projects was recognized by TDCA/ECDD from the outset of the demonstration project effort. In fact, one of the goals for implementing the ECD projects was to gain knowledge on how local communities could plan and transact their resources to best meet the needs of young children. TDCA/ECDD assumed that the coordination of existing resources and services, not duplication, was the crucial ingredient for providing the greatest amount of services at the lowest cost to local communities. The fact that the funding agency was limited to three years of sponsorship was an added incentive for encouraging resource exchanges at the local level during the planning phases and throughout TDCA/ECDD's involvement with the projects.

Yet, although coordination and its rewards are espoused by many agencies, groups, and individuals, little study has been done to understand it, to determine the factors most important for its establishment, and to identify the kinds of structures and processes necessary to maintain effective interagency relationships. This lack of knowledge prompted TDCA/ECDD to conduct a longitudinal study of interagency coordination as an integral part of the total evaluation effort. This study began with a review of an initial design for interagency coordination, as outlined in Figure 2, by experts in that field.[13] Following this, evaluation

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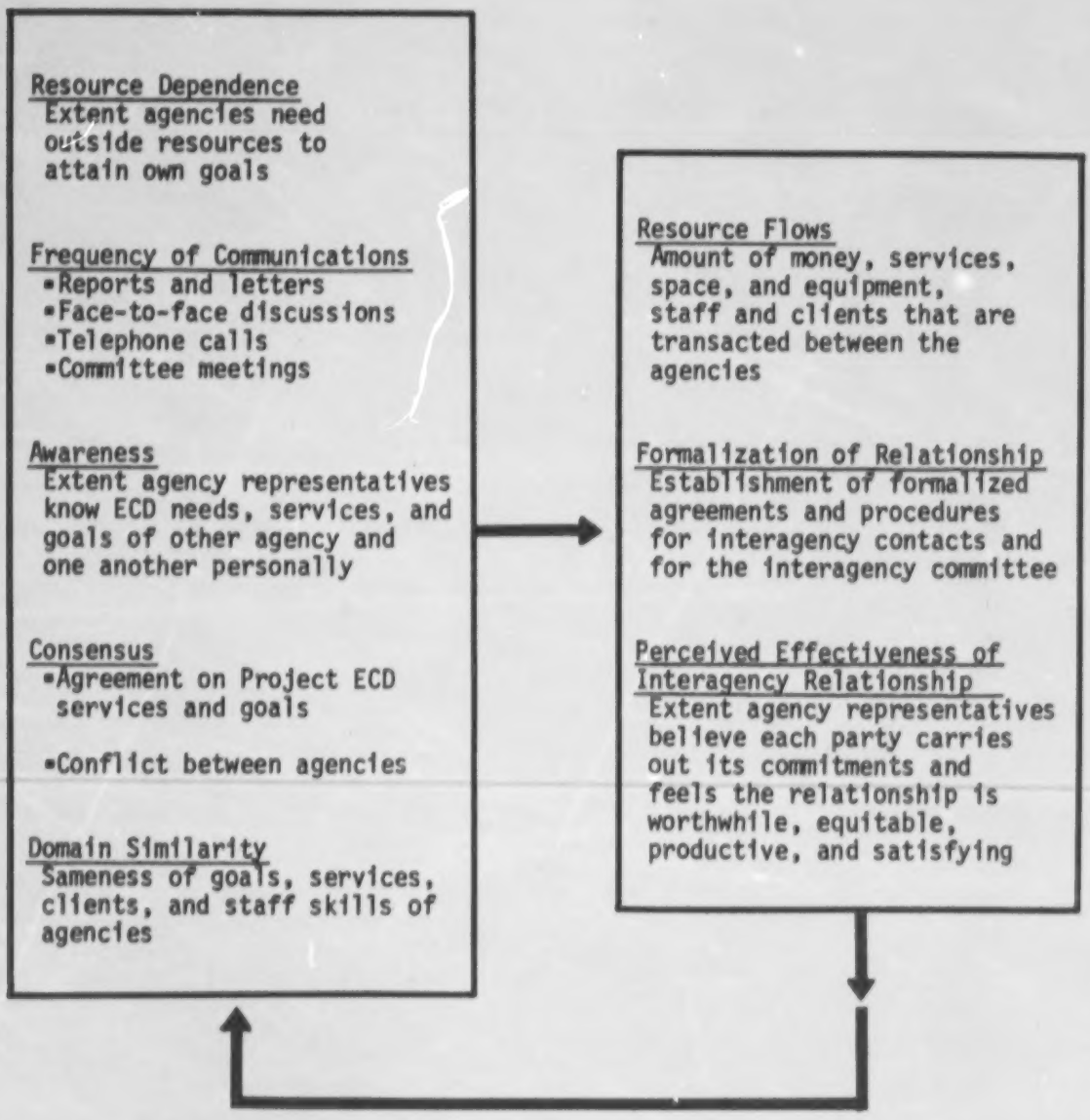
[13]TDCA/ECDD sponsored a day-long review session on the design of this study in Cleveland, Ohio, March, 1974, with the following research

Figure 2

FACTORS EXAMINED TO EXPLAIN HOW INTERAGENCY RELATIONSHIPS DEVELOP AND ARE MAINTAINED OVER TIME


Resource Dependence
Extent agencies need outside resources to attain own goals
Frequency of Communications
•Reports and letters
•Face-to-face discussions
•Telephone calls
•Committee meetings
Awareness
Extent agency representatives know ECD needs, services, and goals of other agency and one another personally
Consensus
•Agreement on Project ECD services and goals
•Conflict between agencies
Domain Similarity
Sameness of goals, services, clients, and staff skills of agencies
Resource Flows
Amount of money, services, space, and equipment, staff and clients that are transacted between the agencies
Formalization of Relationship
Establishment of formalized agreements and procedures for interagency contacts and for the interagency committee
Perceived Effectiveness of Interagency Relationship
Extent agency representatives believe each party carries out its commitments and feels the relationship is worthwhile, equitable, productive, and satisfying

instruments (Interagency Coordination Questionnaires) were designed to measure the relationships between local ECD demonstration projects and the groups and agencies with whom they were exchanging resources (i.e., money, manpower, clients, information). TDCA/ECDD then administered these instruments to the project directors and to more than 110 other agency representatives (i.e., member agencies), in two different data collection periods, the summer of 1974, and spring 1975. A third survey was conducted with ECD project directors only, in the winter of 1975, and a fourth is being conducted with project directors and their member agencies during summer 1976.

The longitudinal evaluation effort is still to be completed, but preliminary findings from the three waves of data collection have been valuable. This information has been used to provide technical assistance to project directors in their efforts to coordinate existing resources and to establish stability and acceptance within their communities. Particularly helpful has been the isolation of factors responsible for voluntary interagency activity and the exchange of resources. Table 20 presents the averages and correlations obtained among the key factors of interagency coordination within the first three surveys.[14] The highlights of the findings in Table 20 and the theory of coordination largely substantiated by the first three surveys of interagency coordination will be discussed below, together with its relationship to demonstration project performance.

How Do Voluntary Relationships Between Organizations Emerge?

Organizations do not coordinate for coordination's sake. Interagency activity or communications occur primarily as a rational response by an organization to a need for resources (i.e., money, manpower, equipment, client referrals, technical assistance, information) necessary to achieve

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experts on interagency coordination: Howard Aldrich (Cornell University), Richard Hall (University of Minnesota), Johannes Pennings (Carnegie Mellon University), Roland Warren (Brandeis University), and Richard Orton (former director of the National Head Start Program and then Associate Director of TDCA/ECDD). Their comments helped greatly in designing the study.

The theory on interagency coordination being tested in this evaluation study was subsequently published in A. Van de Ven, "On the Nature, Formation, and Maintenance of Relations Among Organizations," *Academy of Management Review*, Vol. 1, No. 3 (October 1976).

[14]A description of the measurement of the factors listed in Table 20 is available in A. Van de Ven, J. Liston, R. Koenig, and B. Esterline, *Pair-Wise Inter-Agency Relationships Among Local Texas Early Childhood Service Organizations: Results from First Survey*, Austin: Texas Department of Community Affairs, Early Childhood Development Division, March 1975.

Table 20

CORRELATIONS AMONG KEY INTERAGENCY COORDINATION FACTORS WITHIN FIRST, SECOND, AND THIRD* PAIR-WISE INTERAGENCY SURVEYS

	Interagency Survey Number	Resource Dependence	Frequency of Communication	Awareness	Consensus	Domain Similarity	Formalization of Relation	Centralization of Relation	Perceived Effectiveness		Survey Number	Average	Standard Deviation
Resource Dependence	1										1	3.75	1.00
	2										2	3.78	.93
	3										3	3.83	.57
Frequency of Communications	1	.64									1	11.24	6.37
	2	.58									2	13.85	5.85
	3	.22									3	12.14	6.23
Awareness	1	.22	.34								1	3.82	1.13
	2	.57	.48								2	3.86	1.00
	3	.44	.51								3	3.57	1.28
Consensus	1	.50	.52	.60							1	3.72	1.27
	2	.42	.37	.53							2	3.80	1.35
	3	.88	.47	.70							3	3.40	1.73
Domain Similarity	1	.45	.37	.30	.41						1	2.77	.95
	2	.48	.47	.44	.19						2	3.04	.86
	3	.59	.39	.55	.43						3	3.11	1.06
Formalization of Relation	1	.54	.42	.08	.07	.39					1	1.80	.78
	2	.67	.58	.49	.28	.47					2	2.02	.73
	3	.32	.49	.52	.26	.30					3	1.90	.68
Centralization of Relation	1	.37	.31	.08	.19	.39	.63				1	.81	1.84
	2	.19	.53	.31	.22	.22	.44				2	1.14	1.93
	3	.17		.30	.11	.06	.58				3	.79	1.67
Perceived Effectiveness	1	.61	.55	.59	.52	.21	.46	.22			1	3.77	.96
	2	.53	.43	.09	.56	.16	.37	.21			2	3.81	.95
	3	.92	.46	.47	.54	.44	.38	.11			3	3.91	.87
Extent of Resource Transactions (Sum)	1	.66	.64	.57	.46	.53	.56	.44	.57		1	29.16	11.01
	2	.71	.57	.52	.34	.58	.46	.18	.32		2	32.45	9.96
	3	.42	.54	.54	.56	.66	.32	.16	.62		3	32.16	10.47

* The only member agents included in the third survey were TDCA/ECDD Program Specialists. Third Survey data therefore largely reflects perceptions of Project Directors only.

its goals. Without a felt need for additional resources, it is unlikely that agency directors will seek to coordinate with others. Analysis of the first three surveys replicate the findings that about 30% of communications between pairs of early childhood agencies is explained by resource dependence alone.

However, a felt need for resources, in itself, is not sufficient for interagency relationships to emerge. Also necessary are awareness of sources in other agencies where needed resources can be obtained, and consensus, or agreement among the parties on the services and goals (i.e., domain) of each agency. Two levels of awareness appear to be important for interagency activity to emerge. At a general level is the extent to which the ECD project directors are informed about specific goals, services, and resources that exist in other agencies. A more specific level of awareness is the degree of personal acquaintance between the ECD project director and key decision makers in other organizations. The first level of awareness allows the project director to develop relationships with a number of agencies and reduces the project's dependence on one given source. At the second level, it was found that the greater the personal acquaintance between the ECD project director and key decision makers in other organizations, the more similar their attitudes, values, and goals, and the greater their mutual trust of one another. As a result, their predisposition to help one another by committing their organizations to an interagency relationship is greater.

Consensus, the other condition necessary for interagency relationships to emerge, refers to the degree to which an organization's specific goals and services (i.e., domain) are agreed upon by the parties concerned. Domain consensus by organizations in a system is a prerequisite to exchange. The more specific the functions and objectives of an organization can be, the more consensus can be attained merely by orientation.

Thus, the more successful a project director is in establishing awareness and consensus with other agencies on the means and ends of the ECD project, the greater the potential for coordination to occur. In fact, results from the first and second surveys of interagency coordination showed that the need for resources and the presence of awareness and consensus accounted for 65% of resource transactions between organizations.

With Whom Is Coordination Established?

Interagency coordination survey results also provided some information on the kinds of organizations with which the ECD project is most likely to establish a coordinated relationship. Domain similarity refers to the extent to which two organizations obtain their money from the same source, have the same goals, have staff with the same professional skills, and provide the same kind of services to the same clients or customers.

In cases where two organizations have nothing in common (i.e., low extreme of domain similarity), they are not likely to be aware of one

another nor to have mutually desired resources. As a result, it is unlikely that coordination will emerge. In cases where organizations are almost identical (i.e., high extreme of domain similarity), they may either continue to co-exist in cutthroat competition which permits no transaction of resources between them, or merge as a single organization. Thus, the intermediate ranges of domain similarity appear to be the most stable for interagency relationships to occur, because organizations in that range have complementary resources, are likely to be aware of one another's interdependence, and are also likely to be involved in some, but not extreme, competition.

How Does Interagency Coordination Grow?

The findings from the first three surveys suggest that there is a direct connection between resource transactions and structural adaptations in dyadic (pair-wise) interagency relationships. Once pair-wise relations are established, they are maintained by formalizing interagency agreements and contacts commensurate with increases in the amount of resources transacted between the agencies.

Interagency relationships do not occur overnight. They are more likely to emerge incrementally and grow with small, successful encounters in exchanges of resources between agencies. By taking small steps, each agency is able to see the positive aspects of coordination and is able to deal with its negative factors. Over time, therefore, we are testing the hypothesis that the greater the perceived effectiveness of earlier encounters, the greater the tendency for the agencies to become involved in a web of interdependencies. The perceived effectiveness of an interagency relationship refers to the extent to which the organizations involved subjectively believe that each party carries out its commitments and feels that the relationship is worthwhile, equitable, productive, and satisfying.

Thus, interagency coordination is viewed as a cyclical process. The need for resources emerges; it leads to interagency communications, which, if successful, spread awareness and consensus. This is followed by resource transactions, which lead to increasingly formalized relationships. If previous transactions are perceived by both parties to have been successful, the relationship generally becomes a long-term interagency commitment.

An effective relationship between two agencies may dissolve or terminate when one or both organizations have achieved their own objectives and no longer depend upon each other for resources. However, there is a tendency within organizations to adopt new goals and solve new problems when previous goals have been attained.

What Communication Mechanisms Lead to Coordination?

The results of the three interagency surveys also suggest that agency directors can substantially manage and maintain the flow of external resources into their agencies by communicating frequently with other agencies. The greater the frequency of communications, the greater the interagency awareness and consensus, which in turn positively contributes to resource flows.

The results also provide clear indications on what communication mechanisms are most appropriate for specific purposes.

1. Personal face-to-face discussions between agency directors significantly increase interagency awareness, agreement, resource flows, and the perceived effectiveness of the pair-wise relationship. The frequency of face-to-face discussions is significantly related to all the interagency factors. This is the only communication technique that significantly contributes to obtaining agreement from other agencies on the services and goals of the organization.

2. Complementary with face-to-face discussions, the frequency of telephone calls is the second most important predictor of increasing awareness, resource flows, and the perceived effectiveness of pair-wise relationships.

3. Committee meetings appear necessary, once a pair-wise relationship has been established, to coordinate resource flows. Committee meetings do not appear to help (nor hinder) the awareness, consensus, or perceived effectiveness of the relationship.

4. Written reports and letters appear functional for two purposes: to increase awareness among agencies and to formally coordinate resource flows. Written communications do not contribute to establishing agreements among the parties, or increase perceived effectiveness of interagency relationships.

One can infer from the data that resource flows between agencies will not continue for long unless supported by ongoing communications of all kinds and reinforced with a structure for coordination (i.e., formalized procedures and more centralized decision making by a committee or group of people representing the agencies involved in a relationship).

The Importance of Clear Goals and Recognition of Dependence

In summary, the above results of the three pair-wise interagency surveys show that resource dependence, awareness, consensus, and the

frequency of various forms of communication are strongly related to resource flows between agencies. However, they do not demonstrate causation. Further data analysis across the surveys is needed to obtain indications of cause and effect among the factors.

Nevertheless, the findings appear to be simple matters of intuition and common sense. What is not so immediately obvious is knowing where one can begin to develop and manage coordination with other agencies. The evaluation study suggests that this begins by developing clear organizational goals and by recognizing the specific areas where an organization is dependent on others for achieving its goals.

Because the ECD projects are not self-sustaining entities and in varying degrees depend upon other organizations to attain their goals, their need for resources is an important factor. This perceived need for resources is found to be the single most important factor necessary for interagency coordination to occur. Thus, the roots of interagency coordination are internal to the ECD projects, and project directors are very much aware of their dependence on other agencies for resources and of the need for interagency coordination.

It was pointed out earlier that the extent of success of the project director in establishing awareness and consensus with other agencies on the means and ends of the ECD project was directly related to the frequency of external communications, and, the more specific the functions and objectives of an organization were, the easier it was to attain consensus (i.e., domain consensus could be attained merely by orientation). Consequently, the formulation of clear goals and a recognition of the amount of additional money, space, equipment, staff, clients, and other resources needed to achieve these goals are important factors in initiating and stimulating interagency coordination.

Interagency Coordination Trends of the Projects

When extrapolating future trends for the projects, we find that there has been a gradual increase in resource dependence over time (see Table 20, page 64) over the three interagency surveys. This would predict that the demonstration projects are becoming increasingly involved in interagency activity. The perceived degree of resource flows appears to be stabilizing and becoming more balanced. Although the project directors still report that they receive more resources from member agencies than they send to them, the average resource flows into the projects are beginning to approximate the average resource flows to the member agencies in the third survey.

The nature of resource flows into the projects is also changing. Tangible forms of resources (money, manpower, equipment, client referrals) have increased significantly since the first survey. Intangible resources such as technical assistance and information exchanges seem to have reached their peak in the second survey and decreased considerably in the third

survey (see Table 20, page 64). This may indicate that the projects have now become established within their communities and may have had many of their technical assistance needs met.

Another change noted in Table 20 is that of communication frequency, awareness, consensus, and formalization of relations between the first, second, and third surveys. While there were increases in all of these factors between the first and second surveys, they decreased slightly in the third survey, indicating that the degree of interagency activity of the projects may now be leveling off and becoming more stable as the third survey was conducted.

Finally, Table 20 provides a number of indications that the demonstration projects are beginning to become an integral part of the ECD delivery system:

1. Project directors perceive their projects to have an increasingly similar domain with other local agencies with which they coordinate to provide services to children in their communities.

2. The degree of competition between the projects and member agencies is increasing incrementally.

3. The perceived degree of equality in relations between member agencies and the project is becoming more balanced.

4. The number of negotiations between projects and member agencies over resource exchanges is increasing over time.

5. Communications between projects and member agencies are becoming more standardized over time, although face-to-face contacts remain the predominant form of communication.

A Case Study of Interagency Coordination

The preceding section described interagency coordination and its relationship to ECD project performance. Perhaps the best way to bring home to the reader the importance of coordination of resources in a small community and the benefits it can reap for the children and families living within that community is to include the narrative below as it was submitted to TDCA/ECDD along with the quarterly MIS performance report for the fourth quarter of the 1974 fiscal year from the Panhandle ECD Project (see page 17 for a description of the Panhandle project).

TULIA COMMUNITY NURSERY ASSOCIATION, INC.
Box 361
Tulia, Texas
79088

TO WHOM IT MAY CONCERN:

Subject: Continuation of OECD Grant for September 1974 through August 1975 for the amount of $11,000

The Board of Directors of Tulia Day Nursery respectfully submit the following narrative for information and consideration:

In August 1972 a new industry, a clothing factory, employing 50 to 60 women presented a need for action concerning day care for preschool children in this rural community of less than 6000. Tulia Day Nursery was in operation but was licensed for only 14, had 3 employees who were paid $35 per week with the director receiving $50 per week. The facilities were in bad need of repair and did not warrant major expenditures for expansion.

Total costs for operating the Nursery the previous year had been $6,673.81 and the year was ended in the red $422.81.

In September, 1972, the Board of Directors learned through Bill Cheshire and Argus Burnett of TPCAC* of the possibility of receiving funds through a grant the TPCAC was hoping to receive from OECD.**

Hopes of this grant inspired the Board for the future. In November, 1972, the Nursery moved temporarily to the First Methodist Church for more space - by December the daily child care load had increased to 24 (double the number cared for before the move).

In the meantime, community support and understanding grew. Income for the year of 1972 was $8203.89 and the Nursery ended the year in the black with $286.72.

In early 1973 a generous citizen of the community offered to build new facilities for the Day Nursery. The Board asked the donor to give it time to develop funding for operating such an expansion.

Then, major effort was given to securing community funding and exploration for other funding.

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*Texas Panhandle Community Action Corporation.

**Office of Early Childhood Development (now ECDD).

Employees wages were up-graded until the Minimum Wage of $1.60 per hour was paid in August 1973. A new Director received $375 per month.

Results from community fund raising promised $11,000 to $12,000 per year from the community for 1973 and 1974.

In the fall, an OECD grant of $11,000 per year was approved with strong implications that it would be renewable for the following 2 years.

With promised community financial support and the anticipated grant of $11,000 per year from OECD from September 1973, through August 1976, the Board assured the prospective building donor it could operate a Day Nursery with new facilities for a maximum of 60 children.

Lots were located, title cleared, and purchase of a building site was completed in December 1973. The year closed with an expenditure of $22,010.72 and a black balance. Average daily attendance rose as high as 35.

With assistance channeled through the administering office of the Texas Panhandle Early Childhood Development and Training Program (TPECDTP), the Tulia Day Nursery received Manpower slots which provided the child-staff ratio required by the Department of Public Welfare. The Director's salary was raised, befitting its responsibilities, to $500 per month.

Along with Manpower slots came the responsibility for training staff. Again, through TPECDTP, Amarillo College was included to supply an instructor and direction. A local Child Development major was hired to teach the Child Care Specialist's Aide Training class. The Day Nursery Director determined that the schedule could be altered with one extra employee during nap time to allow most of the staff to take advantage of the training class; as well as some persons recommended by local social services.

In late January 1974, classes started and the Nursery became visibly and audibly changed. Staff morale rose as new creativity and understanding of children's needs increased. Out-of-town field trips and workshops are thrills to all staff. Local field trips for the children now develop their awareness of their world. Nutrition studies introduce new foods. Communications skills better used and understood by staff mean outward expression for the children.

Workshops for the Director and participation in the Regional Policy Board for parents and Board members have opened vast avenues of thought and knowledge.

March 1974, brought a significant industrial donation from the clothing factory which is the largest employer of women. The application for Title IV-A Funds (Purchased Day Care) was completed (this forced us

to take a careful look at our financial organization and our program). Appropriate funds were held in readiness for our matching funds (when we could spare them from monthly necessities). Tulia United Community Fund agreed to become our donor.

The Annual meeting of Tulia Day Nursery Association was held and the first visible sign of parent involvement was noted. Open house held in conjunction impressed parents and community leaders alike. The Board reorganized into four committees, each of which have definite responsibilities involving every Board member actively.

May 1974, staff salaries were raised to the $1.90 per hour mandatory for Minimum Wage. Through expertise from TPECDTP a record system was initiated so that MIS reports, local analysis, and anticipated Purchased Day Care reports could be systematically obtained.

Parent incomes were reviewed and a more sophisticated record of attendance and charges was initiated.

Building plans were approved, the contract let to a local builder, and Ground Breaking Ceremonies held. An enthusiastic crowd of citizens and Day Nursery children participated along with the donor and Board.

In June 1974, further Parent Involvement began with a small crowd but much enthusiasm. Nominations were made for members of a Parent Complaint Committee and a Parent Advisory Committee. These committee members were elected on printed ballots marked by parents at the time their incomes were reviewed. This work was done by two Board members in consultation with the Day Nursery Director. Purchased Day Care information was collected also.

The second semester of the training classes was started and the employment of girls on Manpower-NYC Programs were added during the busy hours of child care. Attendance has hit a peak of 45 children. Notices are posted urging field workers to leave their children in the Nursery instead of in parked cars.

Tulia's Mayor initiated an equipment fund for the new facility with $100 and the Women's Division of the Chamber of Commerce earned $150 which they ear-marked for Nursery equipment. Being housed in the church and having nearly quadrupled our attendance in two years, we have very very little equipment to move. The TPECDTP staff helped instigate an equipment list and a local committee is studying and listing needs in order of their importance. TPECDTP staff will be asked again for advisement as the list nears completion. This list will be presented to the community but the burden of any major expenditure may fall to other funding.

Attached is a 1974 budget showing anticipated expenditures and projected local income. It very clearly shows how dependent upon federal and state funding Tulia Day Nursery is.

The foregoing narrative is intended to show the very definite influence and contribution which the OECD grant and the accompanying expertise from TPECDTP has provided for Tulia Day Nursery. Our vision was not large enough a year ago to expect all these events would be ours to participate in.*** Our praise is high for the staffs at TPCAC and TPECDTP.

As our vision, however, has enlarged, we anticipate this needed advisement in addition to the financial assistance:

- Follow-through with staff training either in classes or workshops or both.
- Expertise with parent involvement with emphasis on enlistment for parent education -- this latter would be such a vital help to child, parent, and community.
- Guidance and help in health programs -- we are so very limited in this area.
- Advisement concerning liaison with industry in understanding their role in Day Care.
- Continuation of use of Manpower trainees when we have vacancies.
- Evaluation of staff, children, and program.
- Continuation of input from TPECDTP concerning resources -- education and training, funding, exchanging of ideas with other centers, availability of materials and methods.
- Because ours is a very active Board of Directors, we would like each director to have more comprehension of the scope of the operation of TPECDTP and OECD in Texas.

Again, we are grateful for each experience during these months and are anticipating further involvement and funding.

Roles of Funding Agencies During Program Activation

The interagency coordination efforts of the demonstration projects produced the benefits of stability and community acceptance of the projects, added resources, and an expansion of child care services. However, the projects also lost some of their autonomy as a result of their coordinative agreements because of constraints and requirements imposed on them by funding

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***Underlining is the author's addition for emphasis.

agencies. It is therefore appropriate to examine the roles performed by TDCA/ECDD and other funding agencies and to determine how they related to the operation and performance of the demonstration projects.

Reporting Requirements

A major requirement imposed on the projects by TDCA/ECDD, as well as by most funding agencies, was that of submitting regular reports of funding expenditures and descriptions of program activities. The ECD demonstration projects were probably unique in the extent to which they were required to document their progress, due primarily to their demonstration nature. Although TDCA/ECDD is itself not a service-providing agency, one of its purposes in funding projects is to gain knowledge which could be applied by other service providers in sponsoring similar programs. A careful and systematic collection of program data was essential for meeting that goal. As a result, ECD project directors were responsible for gathering ongoing data to complete the MIS Quarterly Reports and annual budget reports. In projects where manpower was limited or where project size was considerable, this requirement imposed a hardship on project directors, particularly at the early stages of program activation. A revision and simplification of the MIS reports did relieve this difficulty to some degree, and technical assistance by Program Specialists and evaluation staff also helped to ease the burden. However, the reporting requirement continued to be a somewhat unpleasant but necessary task imposed on the projects.

Other funding agencies, particularly the Texas Department of Public Welfare, also required extensive reporting from the demonstration projects. Whenever possible, TDCA/ECDD attempted to coordinate its requests in the type and form of data needed with other agency requirements to avoid duplication. Nevertheless, this was one area where project directors were faced with the choice of less paper work corresponding to decreased funding or additional paper work to account for the use of increased program funds. Several project directors were able to use this requirement to enhance their record keeping function and for future program planning (i.e., as a true Management Information System).

One of the problems experienced by ECD projects contracting for Title IV-A funding was that of time lag between application for funds and approval of funding proposals. Considerable time was spent by project directors in preparing funding proposals, meeting contractual requirements, negotiating contracts, and waiting for contract approval. In some cases, this delayed full-scale project activation by as much as six months (e.g., Polk County, San Patricio County). However, once the contracts were approved and all negotiations completed, project growth and development followed rapidly.

Target Population Served

A second requirement imposed by funding agencies was that of the target population to be served with contract funds. TDCA/ECDD did not specify a target population to be served. However, because the county demonstration

projects were chosen partly on the basis of client needs, and because the poverty level of demonstration counties was an additional criterion of selection, the predominant target population for almost all of these projects (including the special projects) was the counties' most needy people. In fact, in order to be able to qualify for Title IV-A funding through the Department of Public Welfare, the projects were required to serve past, current, and potential AFDC recipients. Exceptions to this requirement were the health-oriented projects (i.e., Navarro, Starr, Fort Bend, San Patricio County, which was not totally Title IV-A funded, and Lamar County, which did not contract with the welfare department). Consequently, the children and families served by the ECD demonstration projects are primarily the Black and Mexican-American residents of selected counties, and Caucasians meeting the poverty-level guidelines of the U.S. Department of Health, Education, and Welfare. The health projects also serve primarily minority, poverty-level clients, and Lamar County has a percentage of minority clients proportional to the county's minority population. In fact, one of the difficulties experienced by projects such as the Falls County ECD program is that of recruiting Caucasian clients who need comprehensive day care services.

Evaluation and Monitoring

A third requirement from demonstration projects and one which is related to the first, is that of monitoring and evaluation. In their program proposals the projects were required to submit a plan for self-assessment of their proposed ECD programs. In addition to the ongoing evaluation study conducted by TDCA/ECDD, demonstration projects were initially required to evaluate the impact of their own programs on the recipients of services. Partly because of time restraints and lack of expertise, and partly due to the extensive evaluation conducted by the funding agency, ECD demonstration projects generally did not follow their plans for conducting local program evaluations. Several projects hired consultants to assist them in evaluating specific components of their programs, but no systematic effort was made by most projects to evaluate project impact. In the last workshop for project directors in March 1976, TDCA/ECDD reminded the projects of their evaluation requirement and offered to design measurement instruments for evaluating perceived program impact and to analyze and disseminate the data collected. All projects reviewed drafts of the impact questionnaires which TDCA/ECDD evaluation staff had designed and subsequently chose to use the instruments and administer them in summer 1976, as the basis for their impact evaluation efforts.

The design of evaluation instruments and methods is a technical task. As TDCA/ECDD learned, it was erroneous to assume that the project directors had the technical skills and inclinations necessary to design measurement instruments and methodology appropriate for evaluating the perceived impact of their projects. Once TDCA/ECDD recognized this and developed evaluation instruments and methods for review at the March 1976, workshop, they found project directors to be enthusiastic about the impact evaluation and anxious to learn what impact their projects had on service recipients.

Project directors actively participated in reviewing and suggesting improvements in the draft questionnaires, and voluntarily agreed to administer the impact questionnaires to project staff, parents, community officials, and ECD professionals in accordance with a prescribed sampling methodology.

Technical Assistance During Activation

TDCA/ECDD continued to provide technical assistance to the demonstration projects during their first two years of implementation through workshops in Austin, site visits by Program Specialists and evaluation staff, and consultation by Project Advisors.

Five workshops were held for project directors and advisors in Austin, Texas, between April 1974, and September 1975. The workshops covered such areas as internal management techniques, project coordination, planning and evaluation, and project resource exchanges. Project Directors were encouraged to make better use of their Project Advisors to overcome barriers, such as staff training needs, through assistance in specific content areas of program instruction. Findings from evaluation efforts of project performance and efficiency were presented to workshop participants, and problems facing ECD programs were discussed.

Emphasis was placed during the workshops on ways to increase interagency coordination and the exchange of resources, based on the findings from TDCA/ECDD's interagency coordination study. The final workshop with Project Directors was primarily devoted to effective methods of resource mobilization, with extensive information provided to the projects on available public and private resources, as well as grantsmanship techniques.

Project Advisors continued to provide consultation to their appointed programs during the activation phase and made a total of 40 site visits between October 1973, and December 1975. In addition, the Program Specialists and evaluation staff conducted a total of 114 technical assistance site visits to the projects during the two-year activation period (see Table 21).

The perceived need for assistance from TDCA/ECDD by the demonstration projects remained high throughout the activation period. However, during the two-year implementation period a noticeable shift occurred in the project directors' type of perceived need for assistance. In April 1974, Project Directors relied most heavily upon the funding provided by TDCA/ECDD to get their program implemented. However, in December 1974 and March 1975, they reported a decreased need for TDCA/ECDD's funding to achieve their program goals but a continuing high need for TDCA/ECDD's technical assistance in the specific areas of monitoring and evaluating the quality of child care services, grantsmanship techniques, and assistance in writing funding proposals, as well as maintaining and using their performance and financial reporting systems for management decision making. Thus, it appears that while the projects were moving toward greater financial independence from TDCA/ECDD, their dependence on TDCA/ECDD for other resources, particularly technical assistance, remained high and increased slightly during the first two years of program implementation.

Table 21

SITE VISITS DURING ACTIVATION PHASE

PROJECT	NUMBER OF ADVISOR VISITS	NUMBER OF PROGRAM SPECIALIST VISITS
Coastal Bend Migrant Council	3	8
Colonias del Valle	1	3
Corpus Christi	7	4
El Paso	1	4
Falls	9	7
Fort Bend	1	11
Houston	6	18
Lamar	2	6
Nacogdoches	0	9
Navarro	2	4
Panhandle	4	11
Polk	1	9
San Patricio	3	15
Starr	0	5
TOTAL	40	114

These findings underscore the importance of distinguishing between--and not equating--the funding and technical assistance roles performed by a state agency such as TDCA/ECDD during the implementation stage of local programs. The projects' decreased dependence on the state agency for funding did not coincide with a decreased need for technical assistance. Unfortunately, it is common practice for state funding agencies to equate the two roles and to withdraw staff time and technical assistance at the same time and in equal proportions to a termination of funding local programs. This evaluation study has found that the need for technical assistance remained high as state funding of the demonstration projects decreased.

Section 5:

Summary of Findings and Recommendations

This report has described the findings from a longitudinal evaluation study of 14 local Texas early childhood development demonstration projects sponsored by the Texas Department of Community Affairs, Early Childhood Development Division (TDCA/ECDD). The evaluation study focused on program outcomes, as they related to the quality, effectiveness and efficiency of the demonstration projects; and program process, as it related to administrative activities and organizational arrangements which may explain how and why the outcomes were obtained.

Results: What Happened

The performance outcomes of the early childhood development (ECD) demonstration projects show that these projects were effective and efficient in providing a large number of Texas' young children (ages 0-6) and their parents with quality child care and health care services during the first two years of program implementation. Specifically, the results summarized below indicate that the ECD demonstration projects serve as a model example of what local communities can accomplish through effective planning and implementation of ECD services at the "grass roots" level.

1. Service Goals Exceeded
   During the first year of program implementation, the 14 demonstration projects combined exceeded their initial service goals by 77%. The projects provided direct child care and health care services to 2,981 children under the age of six and 1,432 parents. In the second year of operation, their combined services expanded another 66% over the first year. A total of 4,942 young children and 7,223 parents and prospective parents were provided services in local Texas communities through 36 child care and health care centers and 27 family day homes during the 1975 fiscal year.

2. High Quality Services Provided
   An interagency team of child development experts rated the overall quality of services provided by the demonstration

projects to be somewhat above average in all functional areas. The largest and most important function of the projects, child care and early childhood education, was rated as one of the highest in quality in comparison to other functional areas.

3. Efficiency Increased

The projects demonstrated a 9% increase in efficiency of providing services to children between the first and second year of operation. In 1974, all the projects served 2,981 children on a combined operating budget of $1,214,913. In 1975, the projects served 4,942 children on a combined budget of $1,831,952.

4. Cost Effectiveness Shown

A benefit-cost analysis of the demonstration projects conducted in the first quarter of the 1975 fiscal year showed that for each state dollar invested by TDCA/ECDD in the projects, an additional $3.08 from non-state sources was generated for serving young children and their parents. Too, greater economic benefits were obtained by Texas families who brought their children to the project day care centers while the parents worked. Over all the day care projects, the ratio of family income increase to state expenditures for child care was 1.86 to 1; that is, for every dollar of state money expended by the projects, the income of a random sample of day care families served by demonstration projects increased by $1.86.

The demonstration projects also generated significant tax revenues and saved state AFDC and Medicaid expenditures as a result of the employment opportunities provided by the existence of the projects. It was estimated that the State of Texas either saves or generates 48¢ for every dollar it invests in the projects solely on the basis of the employment opportunities provided to low-income citizens.

The long-term benefits of providing health care to children under six years of age were estimated and compared with the total health care costs per child in the demonstration projects. It was concluded that a potential $9.13 of health benefits (in terms of avoiding lifetime income loss and health treatment costs) was obtained for each dollar invested in ECD health care programs.

5. Financial Independence Established

The projects have also demonstrated significant progress in establishing their financial independence from TDCA/ECDD during the first two years of program operation--a requirement necessary for project survival after TDCA/ECDD demonstration "seed money" terminates on August 31, 1976. While the combined operating budgets of all projects increased

50% from FY 1974 to FY 1975, expenditures of TDCA/ECDD's funds increased only 22% over the two-year period. In FY 1974, the projects depended upon TDCA/ECDD for 41% of their operating budget; in FY 1975, financial dependence upon TDCA/ECDD decreased to 34%, with the remaining 66% obtained from other sources. (See Tables 5 and 6.)

The above statistics on the outcomes of ECD demonstration projects from the first two years of program implementation are indeed impressive. They objectively demonstrate that the projects were effective and efficient in providing a large number of Texas' young children and their parents quality child care and health care services whose benefits exceeded state costs. However, the above statistics do not explain how and why these impressive results were achieved by the demonstration projects. To understand the reasons for these results, the reader needs to examine the process findings, summarized below, as they relate to administrative activities and organizational structures.

How Were These Results Achieved?

In examining project implementation performance and analyzing the data collected from the demonstration projects over the three-year demonstration effort, evaluation staff found that project performance was related to the following factors:

1. The way the projects planned their ECD programs

2. The barriers encountered by the projects as they activated their programs, and the way these barriers were overcome

3. The way the ECD projects were structured and the internal organization of the projects

4. The abilities of the projects to obtain needed resources and community support through interagency coordination

5. The funding and technical assistance provided to the projects by TDCA/ECDD and other agencies.

Further analysis of the evaluation data is needed to determine the relative importance of these factors in explaining project performance and to determine statistically if there are cause and effect relationships among these factors and implementation performance. At this time, however, it is prudent to consider the five factors equally important and to draw inferences cautiously. Nevertheless, the findings are consistent with prevailing theory and other research studies, as well as common sense. For these reasons we shall conclude by drawing some practical recommendations from the evaluation findings for state and local organizers on ways to plan and implement early childhood development programs at the local level.

PLANNING: FINDINGS AND RECOMMENDATIONS

There are important relationships between the way a project is planned and its performance outcomes during the first year of program implementation. One basic explanation is that a systematic and thorough process of planning can predict, solve, and thereby prevent complex social, political, and technical problems inherent in implementing any innovative community social service program. From this perspective, planning is both a process for motivating community action for a needed program and, at the same time, a process for preventing problems from emerging and growing when programs are implemented. Thus, there appears to be a close and delicate connection between planning and implementing social action programs.

Unfortunately, the prevailing practice of state and federal funding agencies to issue planning grants quite independent of program implementation or operation grants indicates a lack of awareness or appreciation for this close linkage between planning and implementation. This is partly because there are so few merged planning-implementation grants in existence at the state or federal level to even permit an objective questioning of this practice. Those grants which claim to fund both program planning and implementation in reality neglect to do so because seldom do they exist for longer than one or one-and-a-half years.

On the basis of the results of this evaluation study, we recommend that at least three years are needed for local communities to systematically plan and implement their programs. Specifically, nine to twelve months are needed to undertake a systematic planning process, and a minimum of two years are needed to implement a human service program which is financially solvent. (We assume here, of course, that financial solvency is an objective of the program.) In addition to this overall recommendation are the following specific recommendations based on evaluation findings from the planning process:

1. Establish a Structured Planning Process

   The projects contracted with TDCA/ECDD to follow the structured Program Planning Model to develop their programs. It was found that the less the projects deviated from their original plan to follow the PPM process:

   a. the more effective they were perceived to be by project planners and Program Specialists within each phase and in all subsequent phases of planning;

   b. the more effective they were perceived to be by other agencies; the more efficient they were in activating their programs; and the fewer were the problems they encountered in activating their programs during the first year of operation. (See pages 43-44 for criteria of effectiveness and efficiency.)

   As a result of these findings, we feel that it is desirable for the sponsoring agency to establish a structured planning

contract which specifies that a systematic process or model be followed by the performing agents. This model should include a needs assessment effort which involves citizens and ECD service providers in identifying the ECD problems specific to the local community or region. Next, an exploration should be conducted of alternative solutions and resources available for responding to need priorities. This exploration should involve professionals and experts in the field. Finally, other local agencies and groups which are likely to be affected by a new program should be involved in designing a specific program proposal.

2. Establish Predetermined Time Frames for Conducting Each Phase of Planning

The experiences of the demonstration projects suggest that it was particularly difficult to make corrective adjustments once the planning cycle was set in motion. Time deadlines and work loads did not permit planners to backtrack to complete unperformed tasks as called for in the planning proposal (see page 48).

The project planners who exerted equal amounts of time in problem exploration, knowledge exploration, and program design phases of planning were more successful in activating their programs than were those planners who spent most of their time conducting community needs assessment during Phase I and less effort during Phases II and III(see page 48).

Therefore, we recommend that deadlines be established for the completion of each phase of planning (i.e., problem exploration, knowledge exploration, program design, program activation). Allowance should also be made for slack time periods between completion deadlines. This may increase the potential for making corrective adjustments before proceeding to a subsequent phase of planning.

3. Obtain Participation of Citizens, Experts, and Other Agencies in the Planning Process

The greater the number of citizens, ECD professionals, and representatives from other local agencies who were involved during initial phases of planning the ECD projects:

a. the higher the project efficiency during the first year of implementation, and

b. the greater the effectiveness of the project as perceived by other local agencies during the first year of operation.

Thus, important positive effects on implementation outcomes are obtained from involving local citizens, experts, and other agencies in early phases of planning ECD programs. (See page 47 .)

However, too much participation during problem exploration can increase complexity and make planning unmanageable. The experiences of project planners suggest that the scope of citizen participation in ECD needs assessments should be proportional to the amount of resources and time available for program planning and implementation (see page 47).

In conducting ECD needs assessment in their local communities, planners found that personal interviews and group meetings were significantly more effective than impersonal questionnaires in obtaining participation and involvement of citizens and experts. The planners also found it important to use a number of alternative participation methods in a logical sequence to obtain a gradual clarification of the ECD needs in their communities (see page 48).

Therefore, we recommend that participation from potential consumers, experts in the field, and other agencies affected by the new program be obtained in the initial stages of planning. The initial involvement from the community should come in the formation of a steering committee to oversee program planning. Choices of steering committee membership are important because the steering committee serves as a vehicle for involving representative groups and organizations in developing a program. Board members also perform a key role in obtaining commitments from the agencies or groups which they represent.

However, representation of affected interest groups on a planning steering committee is not enough. Needed also is the direct involvement of local citizens, other agencies, and experts to identify service needs and problems, to explore alternative ways to respond to need priorities, and to design specific programmatic solutions.

4. Provide Technical Assistance on Process During Planning

The Early Childhood Development Division provided technical assistance to the projects by way of the Program Specialists, Project Advisors, and training workshops in Austin throughout the planning and implementation phases. The effect of providing technical assistance to the projects in a given phase of planning was not immediately reflected in an increase in perceived performance. However, the technical assistance provided to the demonstration projects during the first three phases of planning was related to greater project effectiveness and efficiency during the first year of implementation. Thus, although the benefits of technical assistance may not be realized immediately, such assistance during planning is related to success during program operation (see page 49).

The evaluation results therefore suggest that a funding agency allocate staff time and financial resources to provide

technical assistance to local planners. Workshops, in which planners from different projects meet jointly to discuss their mutual problems and receive training in specific planning methods and techniques, are an effective form of technical assistance during planning. Site vists by program specialists who know funding agencies and programmatic requirements and are sensitive to local issues and problems are also a very valuable form of assistance to planners.

5. Provide Procedural Guidelines for Reporting Planning Activities

One of the responsibilities of a funding agency is to provide procedural guidelines to program planners. Information requirements about the specific activities, groups involved, and money spent in each planning phase should be preceded by the development of criteria which stipulate sufficient conditions for contract compliance.

A review of all reports submitted by planners also helps keep funding agency staff appraised of the latest developments in local projects and allows ample opportunities for funding agency input. However, the planning contract review process must be efficient, and staff time must be allocated to reviewing progress reports and providing feedback to projects on a timely basis. In addition, a staff member should be assigned to monitor and coordinate the contract review process. It is altogether too easy for funding agencies to enforce strict deadlines for progress reports on local projects, and not to enforce similar deadlines on themselves for review and feedback to local projects.

6. Fund Projects on the Basis of Phase-End Planning Reports and Activities Performed

Earmarking funds specifically for program planning activities by the funding agencies has already been recommended, but should be stressed here again. A further recommendation is to tie the disbursement of funds to the completion of specific planning phases, with the end product being a phase-end planning report. Reimbursement to projects for satisfactory completion of specified criteria must be prompt.

7. Strive to Have Project Planners Become Project Implementers Whenever Possible

The projects whose planners did become the implementation directors were found, on the average, to be more efficient in their first year of operation than those projects whose planners did not become the implementers. Furthermore, those projects in which planners ultimately became the implementers were quicker to implement their programs. This finding suggests that whenever possible, project planners should become the implementers (see page 50).

Where the planner cannot become the implementer, care should be taken to search for a qualified project director who is familiar with the local community, its population (including local officials and influential citizens), and the resources which are available within and outside the community for use in project maintenance and expansion.

ACTIVATION: FINDINGS AND RECOMMENDATIONS

A number of administrative activities and organizational arrangements are related to program performance during the first two years of project activation. This finding suggests the following recommendations for state and local ECD organizers:

1. Monitor, Identify, and Address Barriers Commonly Encountered in Activating New Programs

   In implementing their programs, the demonstration projects faced common problems which they had to overcome before their programs could function smoothly and become a viable part of the ECD service-providing system in their communities. These problems are not unique to the demonstration projects and are likely to occur with most human resource programs. They include staff recruitment problems, lack of community and agency support, lack of resources, lack of clear goals and objectives, lack of knowledge to implement goals, and unmotivated or resistant staff. When comparing the response of the ECD project directors on the extent to which they encountered these activation barriers in April 1974, December 1974, and July 1975, it was found that:

   a. There was a considerable decrease in the degree to which project directors experienced difficulties in implementing their projects over time. Decreases in activation barriers were found to relate to increases in program efficiency and to perceptions of greater project effectiveness by other agencies in the local communities (see page 55).

   b. Not only were there decreases in degrees of activation barriers, but it was also found that qualitatively different types of problems were encountered within each activation barrier by the project directors over time (see pages 53-55).

   Monitoring efforts by TDCA/ECDD and feedback to project directors in the areas of weakness as well as existing barriers in implementing programs helped to alert them to the in-process corrections needed. To solve the staff recruitment problem, project directors began to set aside funds and program time to plan and implement a training program for local project staff. They accomplished this through special arrangements with area colleges and universities or by establishing in-house on-the-job training and workshops for their staff.

2. Establish Standardized Internal Operating Procedures While Activating the Project

The size and structure of the projects grew significantly between April 1974, and July 1975. Both of these factors were positively related to performance efficiency. The positive correlation between these factors and performance efficiency were explained by the increased efficiencies that emerged with larger size through standardization of operating procedures, lower administrative overhead, greater delegation of work responsibilities to staff, greater staff participation in decision making, and more intensive job-entry and continuing on-the-job training for staff in early childhood development (see pages 55-59).

This experience of the ECD projects indicates that it is important, therefore, for projects to standardize rules, policies, procedures, and job descriptions as quickly as possible when activating a project. Frequent revisions of project operating procedures are necessary during the rapid rate of initial project expansion and growth.

3. Structure and Maintain Community Support and Involvement While Activating a Program

Every effort should be made to involve community members in local project implementation efforts. This involvement is necessary to induce community support for the project, obtain additional funding support, and to know how to "debug" the planned program of action. A policy board consisting of representatives from the community (including parents, representatives from other agencies, and persons of influence in the community) should be appointed to serve as an advisory body to the project. Board members should be kept informed at all times of project activities, participate in policy-level project decisions, and be called upon to help in solving major problems facing the projects.

The role and composition of the policy boards relates to project performance. The more the project directors perceived the policy boards to participate in project decisions, the higher the performance efficiency. Where the membership of the policy board included persons of influence in the community who were committed to the project's goals (i.e., physicians, attorneys, businessmen, etc.), community acceptance and project growth were found to be greater than in other projects whose boards did not include community influentials (see page 60).

4. Assign External Affairs as a Major Function of the Project Director During Program Activation

Project efficiency was positively related to the amount of working time spent by the project director in external project affairs and interagency coordination (i.e., public relations and contacts with other organizations). As a rough

"rule of thumb," project directors should attempt to spend about 35% of their working time on external affairs.

As this finding suggests, the efforts of the demonstration projects to establish and maintain cooperative relationships with other agencies related to program performance and financial stability. Specifically, the major findings from the first three surveys of the projects' interagency coordination efforts suggest the following recommendations relating to interagency coordination.

5. Develop Clear Organizational Goals and Recognize Specific Areas Where an Organization is Dependent on Others for Achieving Its Goals

Organizations do not coordinate for coordination's sake. Findings from the interagency coordination surveys indicate that interagency activities or communications occur primarily as a rational response by an organization to a need for resources necessary to achieve its goals. Resource exchanges between pairs of agencies occur when the need for resources is coupled with the awareness of sources in other agencies where needed resources can be obtained and consensus or agreement among the parties on the services and goals of each agency. Thus, the more successful a project director is in establishing awareness and consensus with other agencies on the services and goals of his or her project, the greater the potential for coordination to occur. The need for resources and the presence of awareness and consensus accounted for 65% of resource transaction between the demonstration project and other agencies (see pages 63-65).

The above findings suggest that the roots of interagency coordination are internal to the ECD projects. Coordination begins with a clear recognition of goals to be achieved and resources needed to achieve project goals. Without a perceived need for resources, interagency activities or communications do not appear to emerge. In addition, the more specific the functions and objectives of an organization are, the easier it is to attain consensus (i.e., agreement with other agencies on the means and ends of the ECD project). Therefore, a clear understanding of project goals and needed resources, followed by frequent communication with other organizations to establish awareness and consensus (in that order) are the key factors which lead to resource transactions between agencies.

6. Formalize Relationships With Other Agencies Incrementally on the Basis of Past Successful Encounters

Interagency coordination does not occur overnight. It appears to emerge incrementally and grow with small, successful encounters in coordination and exchanges of resources between agencies. By taking small steps, each agency is able to see the positive effect of coordination and is able to deal with its negative factors. Once pair-wise relations are established,

they are maintained by formalizing interagency agreements and contacts commensurate with increases in the amount of resources transacted between agencies (see pages 65-67).

Equally important, project directors can substantially manage and maintain the flow of external resources into their projects by communicating frequently with other agencies and by selectively choosing the communication techniques used, depending on the characteristics of interagency coordination they desire to influence (see pages 67-68).

Recommendations on Funding Agency Roles During Program Activation

The organizational arrangements and interagency coordination efforts of the demonstration projects produced the benefits of community acceptance, added resources, and an expansion of quality child care services. At the same time, ECD projects lost some of their autonomy as a result of their coordinative agreements due to constraints and requirements imposed on them by funding agencies. The following recommendations, based on findings emerging from this evaluation study, deal with the role of funding agencies in effectively sponsoring local programs.

1. Coordinate Reporting Requirements with Multiple Funding Agencies to Local Projects

   A critical role of state funding agencies is to coordinate their reporting requirements with other funding agencies in order to aid local projects. Without coordinated reporting requirements, local projects can become overburdened with reporting requirements from various funding sources. In addition, time should be allowed for available staff to handle the accounting and record keeping requirements generally imposed on the projects by funding agencies. A good data gathering back-up system and a management information system are beneficial to project directors for program planning and program evaluation efforts, as well as being effective vehicles for gathering ongoing data needed to comply with reporting requirements.

2. Continue to Provide Technical Assistance to ECD Programs During Program Implementation

   The perceived need for technical assistance by the project directors increased as state (TDCA/ECDD) funding of the projects decreased. This finding underscores the importance of distinguishing between, rather than equating, the funding and technical assistance roles performed by a state agency during the implementation stage of local programs. The projects' decreased dependence on a state agency for funding did not coincide with a decrease in technical assistance (see pages 76-78).

Therefore, we recommend that state funding agencies increase rather than decrease their technical assistance to local projects when levels of funding begin to decrease and eventually terminate. Technical assistance through workshops, consultations, and program specialists was needed in increasing amounts during program implementation, particularly in the areas of continued program funding, specific program curriculum areas, and in staff training. Grant provisions should be included to make such technical assistance available to demonstration projects during program implementation.

3. Monitor and Assist Local Projects in Evaluating Their Programs During the Activation Period

   Although program monitoring and evaluation by outsiders is rarely a welcomed activity by local projects, it does serve a much-needed function for sponsoring agencies and, in fact, for the projects themselves. Quality of programs can be better achieved and sustained when regular, objective evaluations are made of the program's functions and the quality of services it provides. A contracting agent should be prepared to offer technical assistance through expert consultation on program quality criteria pertinent to local programs, including the preparation of instruments to be used in evaluating program quality and program impact.

4. Advocate for Changes in Federal and/or State Funding Restrictions that are Self-Defeating and Limit the Target Population Eligible for Child Care Services in Local ECD Programs

   The final recommendation is certainly not the least important. The ECD demonstration projects were a response to specific need priorities in local Texas counties and communities. The need priorities for each project reflected the combined judgments of a representative sample of parents and ECD professionals in their respective local communities. However, as a result of funding restrictions imposed by Title IV-A (Title XX is now the major funding source available to most projects for matching local contributions), the primary, and in many cases, the only recipients of project services were low income families receiving AFDC (Aid to Families with Dependent Children) assistance. AFDC recipients represent only a fraction of the citizens who expressed needs for child care services during the community needs assessments. On the average, AFDC recipients comprised approximately 34% of the population in local project communities. In addition, while there is a great need for child care services for non-AFDC recipients and families just above the eligibility levels, some projects are presently experiencing difficulty in finding low income children and families eligible to fill their program slots.

   Title XX, which has replaced Title IV-A, provides for higher income eligibility levels. However, it also allows the

states to set income eligibility levels within 60 to 115 percent of the state median income. Depending on the level set by states within that range, restrictions placed can still disqualify many families and impose a self-defeating vicious circle which penalizes low income families for trying to better their economic situation and get off the welfare rolls. The projects provide parents of low income families an opportunity to work while their children are cared for at the day care centers. As a result, they can raise themselves to an income level that takes them off welfare, but may also make them ineligible for keeping their children enrolled at the day care centers. However, their earned income is still below the level of being able to absorb private day care costs.

These conditions exemplify the pressing need for changing federal and state restrictions on matching funds for local programs attempting to respond to local needs. Changes in funding regulations and categorical grants are generally beyond the abilities of individual local project directors to influence; they can either accept them or reject them, knowing there are few, if any, alternatives available for obtaining funds to match local contributions.

An advocate for local communities is needed. This role seems to be the proper responsibility of state early childhood development offices. We therefore recommend that state agencies such as TDCA/ECDD advocate for changes in federal and/or state funding restrictions that are self-defeating and limit target populations eligible for child care services in local programs.[15] Admittedly, this recommendation is "easier said than done." Clearly, however, more can be done in this direction than has been thus far.

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[15]TDCA/ECDD has recommended to the Texas Department of Public Welfare, in its role as an advocate agency, that a sliding fee schedule extend up to 80% of the state median income. The present cutoff point in Texas is 60% of the state median income.

Appendices

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APPENDIX 2
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A reprint from the *Journal of Economics and Business*,
Vol. 28, No. 3 (Spring-Summer 1976), pp. 161-170.
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Major Technical Reports

The following technical reports have been prepared by the Texas Department of Community Affairs, Early Childhood Development Division's evaluation team.

1. B. Esterline, A. Van de Ven, and R. Koenig, *How 13 Texas Communities Started Working For Children.* (March 1974).

2. A. Van de Ven, *Evaluation Design of OECD Demonstration Projects.* (January 1974).

3. A. Van de Ven, B. Esterline, R. Koenig, and J. Liston, *Performance Results From Planning in OECD Demonstration Projects.* (December 1974).

4. A. Van de Ven, J. Liston, R. Koenig, and B. Esterline, *Pair-Wise Inter-Agency Relationships Among Local Texas Early Childhood Service Organizations.* (March 1975).

5. A. Van de Ven, *Guidelines for Inter-Agency Coordination.* (April 1975).

6. C. Begley and J. Liston, *Early Childhood Programs in Texas: An Analysis of Benefits and Costs.* (May 1975).

7. A. Van de Ven, *Design for Evaluating Inter-Agency Networks Among Early Childhood Organizations.* (June 1975).

8. A. Van de Ven, *Latest Findings From Evaluation Study.* (July 1975).

9. A. Van de Ven and J. Liston, *Summary of Inter-Agency Coordination Study in Texas Among Early Childhood Service Organizations.* (March 1976).

Papers for Professional Journals and Conferences

In addition to the above reports for practitioners, the following papers on the evaluation study have been written for professional journals and conferences.

1. A. Van de Ven and R. Koenig, "A Process Model for Program Planning and Evaluation." *Journal of Economics and Business,* (Spring 1976).

2. A. Van de Ven, "On the Nature, Formation and Maintenance of Relations Among Organizations." *Academy of Management Review,* Vol. 1, No. 3, (July 1976).

3. A. Van de Ven, R. Koenig, B. Esterline, and D. Emmett, "Design of Research on Inter-Agency Coordination in Texas Early Childhood Demonstration Projects." Paper presented at the American Sociological Association Annual Conference, Montreal, Canada, August 1974.

4. A. Van de Ven and R. Koenig, "Test of the Program Planning Models: Preliminary Results From In-Progress Longitudinal Research." Paper presented at the Midwest Academy of Management Conference, Ann Arbor, Michigan, April 1975.

5. A. Van de Ven and R. Koenig, "A Theory on Pair-Wise Inter-Organizational Relations." Paper presented at the National Academy of Management Conference, New Orleans, August 1976.

6. A. Van de Ven, "A Design for Studying Inter-Organizational Networks." Paper presented at the American Sociological Association Conference, San Francisco, August 1975.

7. R. Koenig and A. Van de Ven, "A Comparison of Processes for Citizen Participation." Paper presented at the American Institute of Decision Scientists Annual Conference, Cincinnati, November 1975.

8. A. Van de Ven, "Ideas on Organization Design Factors for Corporate Entrepreneurship." Paper presented at the Wharton School, University of Pennsylvania, Philadelphia, May 1976.

9. A. Van de Ven, G. Walker and J. Liston, "Coordination Patterns Within Inter-Organizational Networks." Paper presented at the American Sociological Association Annual Conference, New York, N.Y., August 1976.

10. A. Van de Ven, J. Liston, R. Koenig, and B. Esterline, "Community Program Planning and Innovation." Paper presented at the Fels Institute, School of Public Policy, University of Pennsylvania, Philadelphia, December 1976.

Pages 97 through 106 are copyrighted, and therefore, not available for reproduction. The article,"A Process Model for Program Planning and Evaluation," by Andrew H. Van de Ven and Richard Koenig, Jr. appeared in Journal of Economic and Business; v28 n3 (Spring-Summer 1976),pp. 161-170.

SOURCE OF EXPENDITURES

SERVICE FUNCTION EXPENDITURES

LINE ITEMS	ALL EXPENDED	ALL DONATED	TOTAL	CHILD CARE	HEALTH	P.I.& E.*	PARENT ED.	INDIRECT COSTS	TOTAL
SALARIES & FRINGE BENEFITS				Budgeted B Donated D Total T	B D T	B D T	B D T	B D T	B D T
TRAVEL				B D T	B D T	B D T	B D T	B D T	B D T
SUPPLIES				B D T	B D T	B D T	B D T	B D T	B D T
EQUIP-MENT				B D T	B D T	B D T	B D T	B D T	B D T
OTHER COSTS				B D T	B D T	B D T	B D T	B D T	B D T
SUB-TOTAL				B D T	B D T	B D T	B D T	B D T	B D T 39-44
	FEES	RECEIVED	EXPENDED	T	T	T	T	T	T
*Public Information and Education		TOTAL		9-14	15-20	21-26	27-32	33-38	

Column: 1-8:_____ 9-14:_____ 15-20:_____ 21-26:_____ 27-32:_____ 33-38:_____ 39-44:_____

TDCA/ECDD 1974

MANAGEMENT INFORMATION SYSTEM
Financial Worksheet

Personnel Worksheet

PERMANENT STAFF	TITLE	Hourly Wage Paid	CHILD CARE Dollar Hrs. / Amt.	HEALTH CARE $$ Hrs. / Amt.	PARENT ED. $$ Hrs. / Amt.	P.I.&E. $$ Hrs. / Amt.	Indirect Services: PLANNING $$ Hrs. / Amt.	Indirect Services: TRAINING $$ Hrs. / Amt.	Indirect Services: REPORTING $$ Hrs. / Amt.	Indirect Services: OTHER $$ Hrs. / Amt.	TOTAL PAID (DONATED)
TOTAL			hrs.	hrs.	hrs.	hrs.	hrs.	hrs.	hrs.	hrs.	pd.
			$$	$$	$$	$$	$$	$$	$$	$$	Don.

TDCA/ECDD 1974

	SERVICE FUNCTIONS	CALCULATIONS	NUMBER OF UNITS OF SERVICE
CHILD CARE	NON-ELIGIBLE CARE	Multiply the number of children served times the number of days each was served	
	ELIGIBLE CARE	Multiply the number of children served times the number of days each was served	
	TOTAL	Add row 1 and row 2	45-50
HEALTH	SCREENING	Post the total number of screens and, in parentheses, the number of different individuals screened	
	REFERRALS	Post the total number of referrals and, in parentheses, the number of different individuals referred	
	TREATMENT	Post the total number of treatments, and, in parentheses, the number of different individuals treated	
	TOTAL		51-56
P. I. & E.	P.I.& E.	Add the total staff and volunteer hours devoted to P.I.& E.	57-62
PARENT ED.	GROUP INSTRUCTION	Post the total number of sessions and, in parentheses, the number of different parents attended	
	INDIVIDUAL INSTRUCTION	Post the total number of session and, in parentheses, the number of different parents attended	
	MAIL OUTS	Post the total number of mail-outs and, in parentheses, the number of different parents contacted	
	TOTAL		63-68
INDIRECT SERVICES	REFERRALS	Post in the total number of inter-agency referrals and, in parentheses, the number of individuals referred	
	CONTACTS	Post in the total number of inter-agency contacts and, in parentheses, the number of agencies contacted	
	INTER-AGENCY MECHANISMS	Post the total number of different coordination mechanisms used	
	TOTAL		69-74
	TRAINING TIME	Add the total staff and volunteer hours devoted to training personnel	
	PLANNING TIME	Add the total staff and volunteer hours devoted to program and/or curriculum planning	
	REPORTING TIME	Add the total staff and volunteer hours devoted to filling out reports	
	TOTAL		75-80

COLUMN 45-50:_____ 51-56:_____ 57-62:_____ 63-68:_____ 69-74:_____ 75-80:_____

TDCA/ECDD 1974

MANAGEMENT INFORMATION SYSTEM
Performance Form

Early Childhood Development Demonstration Programs

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